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JANUARY JOURNAL OF SOCIAL WORK 1944

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Announcing
Special Number of
SURVEY
MIDMONTHLY
for March 15

JUVENILE DELINQUENCY:

A Challenge for Concerted Action to Offset Youth Tensions, Family Breakdown, Community Disorganization

NOW—AND AFTER THE WAR

Delinquency is the number one topic wherever social workers congregate to discuss community problems in wartime. Moreover teachers, public officials, the police, and above all, the mothers and fathers of the nation are becoming increasingly alarmed at the rise in delinquency among young people and rather uncertain as to what to do about it.

This special March number of *Survey Midmonthly* proposes that only by concerted community action can the situation be met — that since delinquency is a fundamental and continuing problem, effective planning and action NOW under wartime conditions are essential.

Social Workers Cannot Solve the Problem by Themselves

But social workers are in a position to present the facts to their local communities—to stimulate public concern—to help achieve centralized action to deal with it on an effective communty-wide basis.

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PHYSICIANS AND LAWYERS
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Or to describe them in their relationship to the social agencies themselves, more—

BOARD MEMBERS AND VOLUNTEERS
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—the very people whose convinced interest is likely to be expressed through concerted action.

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So They Say

• A democracy must, in logic, be a brotherhood, or it is not a democracy. An affectionate family is a true democracy.—DOROTHY THOMPSON.

• The best postwar planning we can do is to make the United States a working model of democracy now.—ROBERT M. HUTCHINS, *president of the University of Chicago, in Fortune.*

• Amongst us, too, there are good men who have a burning faith in the fact that truth exists to be spoken, and it exists only when it is spoken.—KAJ MUNK, *Danish clergyman, author and poet.*

• It is the fatal schizophrenia of the twentieth century that permits men and nations to call themselves "Christian" but makes no demand upon them to live, think, and worship as followers of the Christ of Nazareth. — ALSON JESSE SMITH *in The Christian Century.*

• Give us education, O Lord, that we may play our part—education for our youth, but above all for ourselves, upon whom the weight of present responsibility rests. . . . Open our hearts that we may hear the voice of civilization, a faint small voice, sounding gently and persistently through the millennia. — ALVIN JOHNSON, *director, New School for Social Research, New York.*

• I will let no man drag me down so low as to make me hate him.—BOOKER T. WASHINGTON.

• It is more difficult and calls for higher energies of soul, to live a martyr than to die one.—HORACE MANN.

• There is scarcely a community anywhere in the country where the two peoples (white and Negro) would not live, work, associate, worship together if it were not for the law, the police, and the "pillars of society." — GEORGE SCHUYLER *in the Interracial Review.*

• But we dare not acquiesce in inequality. We must place a foundation of equal opportunity beneath our people. They may grow as tall as they please, provided they do not hurt their brothers in growing. Among these rights are the right to be well born, the right to a home, the right to an education, and the right to work—and, may I say, accompanying this last right is the universal obligation to work. In fact, with every right goes a balancing duty.—G. BROMLEY OXNAM, *bishop of Methodist Episcopal Church, Omaha area.*

• I believe in national modesty. I do not believe in a national inferiority complex.—SUMNER WELLES, *former Under-Secretary of State.*

• In accordance with your instructions I have given birth to twins in the enclosed envelop.—*From a letter received at a relief agency as quoted by Frank Sullivan.*

• Utopianism is one form of Ivory Tower, no matter how scientific or dialectical the language of its blueprints for human happiness.—IRWIN EDMAN *in Philosopher's Holiday.*

• The teachers of youth would do well to guide youth's passionate need for conflict toward those who really threaten our country, not against those who are innocently born of darker color or of a certain blood.—PEARL S. BUCK, *in introduction to "American Counterpoint."*

• Strong muscles and solid bones are still agreeable attributes for those who possess them, but one can direct a world without even having arms and legs, while a slight disturbance of the mind can change the strongest man into a pitiable object of care or into a dangerous enemy of society.—DR. A. A. BRILL, *psychoanalyst, to the New York Academy of Medicine.*

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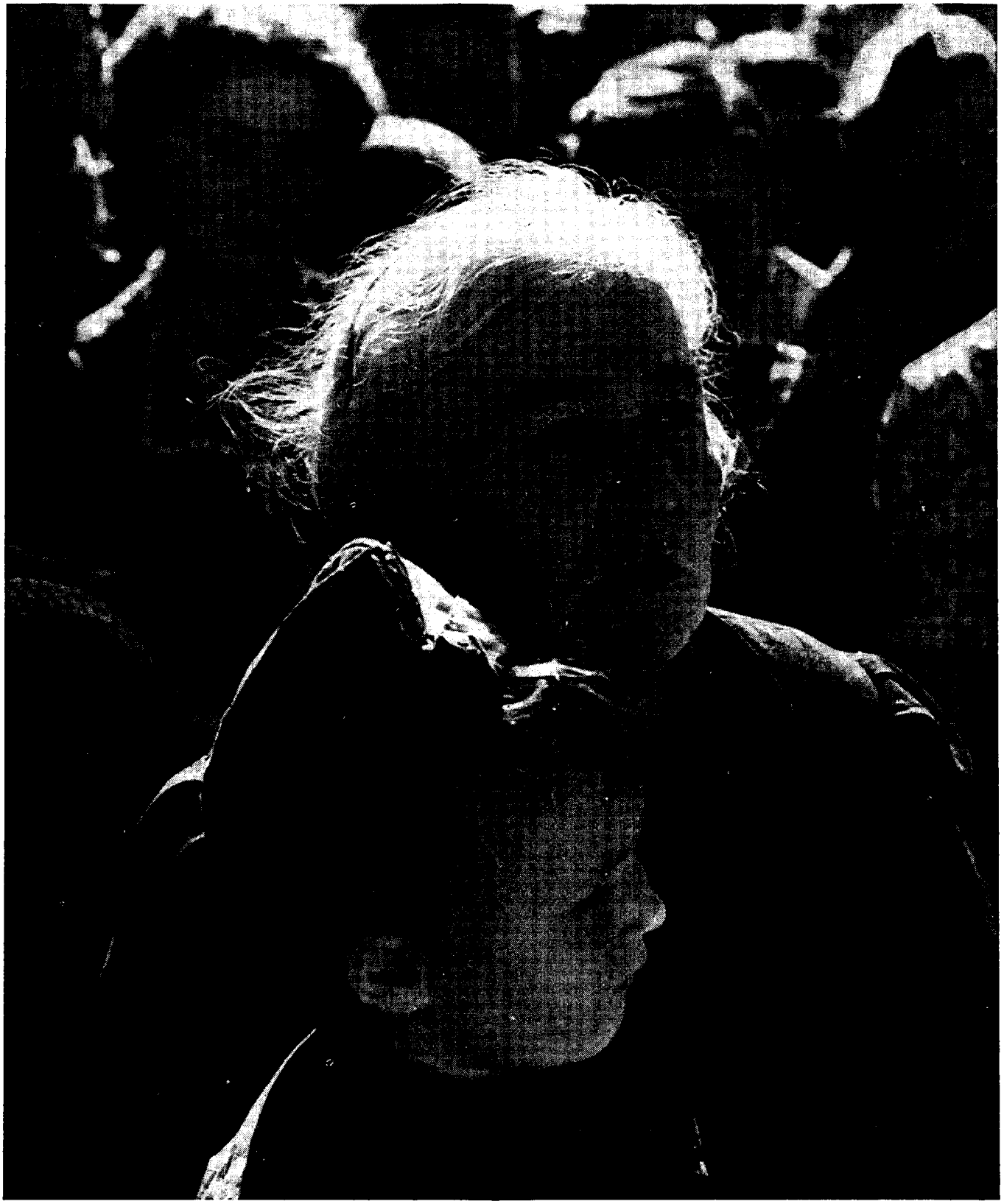

United Nations Information Office

"There can be no peace anywhere until the people are fed. The UNRRA program recognizes that food for the liberated people must be the first consideration."

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SURVEY MIDMONTHLY

JANUARY 1944

VOL. LXXX NO. 1

A Weapon Against World Chaos

By RILLA SCHROEDER

THE Atlantic City conference of the United Nations Relief and Rehabilitation Administration was undramatic. There was no sounding of trumpets, no flashing of steel, no brilliant uniforms. Color was definitely absent. The only bit a camerman would have thought worthy of a shot was the morning and evening flag-raising in front of the Claridge Hotel and the city fathers of Atlantic City only thought of that at the last minute, hastily setting up a pole and arranging for the military to be present.

Hunger and disease are not colorful. They are ugly things. There is no glory in the death of millions from starvation and epidemics. No taps are sounded; no flag draped coffins lowered into graves. No bugles blow.

Hunger and disease, however, have proven effective Axis weapons. How efficiently they have been used the half billion men, women, and children in the countries overrun by Germany and her partners bear witness.

These are the weapons by which the Axis, even though crushed by Allied armed strength, might yet win this war. To the UNRRA delegates gathered at the White House before their departure for Atlantic City, the President said: "It would be supreme irony for us to win the victory and then to inherit world chaos simply because we were unprepared to meet what we know we shall have to meet."

The United Nations, President Roosevelt told the delegates, have met the Axis challenge of arms. It will be UNRRA's task to forge the weapons to meet this still greater threat. At Atlantic City, UNRRA had to find the answer to chaos.

The delegates, themselves, were sober folk. Many of them had first hand knowledge of the ravages of war as waged by the Axis. They had no inclination toward the fuss and feathers that usually attend an international conference. They had a job to do and were there to do it, but they wanted to do it quietly and quickly. The feeling of urgency was apparent even to the casual observer. No one of the delegates but thought the war, at least the war in Europe, might end suddenly. Should it stop with no plans made, the chaos of which the President spoke would be inevitable. That feeling of haste . . . haste . . . was one of the curious aspects of the conference. For several days Atlantic City had high winds and the very waves that beat against the shore seem to cry "hurry, hurry." A poet might have found color there.

They did the job. After three weeks they had a program which, even if it is a disappointment to some, means that the United Nations can face that period immediately after the peace with confidence. The disappointed may feel that it falls short of their dreams, but to millions it means hope. They are not looking for "brave new worlds," those men and women in Axis bondage. Not immediately, at any rate. They want food, a roof over their heads, clothes to replace their rags. Even now the underground is bringing them news of UNRRA's program and, to them, it is bright with promise.

THE UNRRA program is realistic. The delegates at Atlantic City faced hard facts. Their program, remember, must be approved by the governments they represented. It must be approved by the United States Congress. It is going to take money to put it into effect. It is going to take lots of money and that money must come out of the pockets of the nations involved. It is going to mean sacrifice on the part of the people of those nations. It is going to mean carrying the high resolve and spirit of war over into peace.

It is a lot of money, however, only when viewed as a lump sum. It is insignificant compared to the cost of the war now being waged. Testifying before the House Committee on Foreign Affairs during the hearings on the resolution authorizing appropriations for UNRRA, Dean Acheson, an assistant Secretary of State, set the figure for this country's contribution at about $1,350,000,000. This sum, he pointed out, represents the cost of just about five days of the war. A committee member broke the total down to $10 for each man, woman, and child in the nation. Not a large sum to pay for security from chaos.

The Atlantic City conference agreed, subject to approval by their governments, that each uninvaded UNRRA member nation would chip in to a common pool one per-

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cent of national income. Before a final decision was reached on this point it was argued that a progressive rate would be fairer as one percent was in reality less for the wealthier countries. Other suggestions for financing UNRRA were submitted, but in the end the simple formula of one percent of national income was adopted. Again it was a question of haste. To wait to work out a system entirely satisfactory to everyone might mean the program would be too late.

Invaded countries will be excused from the one percent levy but will contribute whatever they can to the common store. They will pay, too, as far as possible for their own relief. Enemy countries, non-members of UNRRA, will receive help but must pay for it and disgorge the loot they have taken. The United States, Britain, and China suggested that the Axis countries be required to pay only "to the fullest extent possible," but the suggestion was voted down. Russia voted with the smaller countries on this point and against her three strongest allies.

THE matter of forcing the Axis to return the wealth they have stolen was especially important to those delegates whose own countries have been despoiled. Underground groups have kept a careful tally and Germany, particularly, will have difficulty in evading the issue when the bill is presented. Of course much has been destroyed or consumed; for example, lumber from Poland. Germany, however, has great forests which she has kept intact. From her own store she can replace what she has stolen from her neighbor.

The decision to help civilians in the Axis countries was not based entirely on altruistic motives. The UNRRA delegates were almost curiously free from hate, but they do not feel "neighborly" toward their ravisher. They might be willing to forego revenge, but they have no intention of turning the other cheek. It was generally agreed, however, that a favorable decision on helping Axis civilians would have considerable propaganda value in the psychological warfare being waged to wean the Axis satellites away from Hitler. The governments of Rumania and Hungary, for example, might find it more difficult to force their people, their hope of an Axis victory gone, to stand firm if food and other help are assured once they abandon their master. Another practical reason for this part of the program is to ease the burden on the military authorities, leaving them more time and energy to devote to purely military matters. UNRRA, of course, would move in only when requested to do so by the army.

The total cost of UNRRA's initial activities was set tentatively at $2,500,000,000. The figure, however, is subject to change, as no one can tell in what condition the Axis armies will leave the countries they now hold when they withdraw. Of the total sum the contribution expected from the United States is admittedly large. It is not, however, much more than this country gave in European relief after the last war. It is, in fact, far less than our actual contribution. Then the United States gave away in food, clothing, raw materials, machinery, and other finished products goods worth $5,500,000,000. We did not, it is true, plan to be quite so generous. The first billion was all we expected to give outright. Defaults, however, turned our operation into a more extensive charity than we had planned. In the end we were a lavish, if somewhat chagrined giver.

Estimates of the probable need in food, clothing, medical supplies, and so forth are subject, also, to revision and almost certainly a revision upward. The report of the Inter-Allied Committee on Postwar Requirements, presented to the Atlantic City conference by the committee chairman, Sir Frederick Leith-Ross, calls for 45,855,000 metric tons of goods of all kinds. The report, however, is seven months old and does not take into consideration the needs of Russia, the Axis countries, the Far East. As Tingfu F. Tsiang told the conference, there is no Leith-Ross report for China, although a committee is now working on one. Sir Frederick, himself, in submitting his report said, "The estimates are only a target."

In establishing the policy, scope, and purpose of UNRRA the delegates were conservative. If they cherished great hopes of the future of UNRRA, they kept those hopes to themselves. The immediate future was their chief concern. Herbert Lehman, former governor of New York, was elected director general of UNRRA. He reduced the program and policies to a few simple sentences for the House Committee on Foreign Affairs, when he said:

> I want to stress UNRRA's three guiding principles. The first is that UNRRA must at all times help others to help themselves. Without exception, the nations which have suffered the direct devastation of war do not want charity; they want only the chance and means to work out their own problems. We must all recognize that the life and strength of these countries can be restored only if they rehabilitate themselves through their own efforts. The second guiding principle is that UNRRA's resources, greatly limited as they will be in relation to the ravages wrought by years of modern war, must be used only to meet the most pressing needs. They must not be dissipated in financing long range reconstruction projects, however sound and praiseworthy they may be. The third guiding principle is that the success of UNRRA must be measured by the speed with which it is able to liquidate itself; the sooner it becomes unnecessary, the greater will have been its accomplishments.

Governor Lehman's summary was given the House committee's hearty approval. This response indicated the wisdom of the delegates' decision to keep the program within the limits of relief and rehabilitation. Reaction by the press, too, was favorable. Even the *Wall Street Journal* praised the Lehman statement. The *Journal* saw in it only "proper blueprinting . . . the practical kind," and gravely warned "enthusiastic visionaries of brave new worlds" to take note.

GOVERNOR LEHMAN emphasized the insistence of even the more severely devastated nations that they do not want charity, that they only want a helping hand in the difficult period when they are adjusting themselves to peace. Delegates of these nations left no doubt of their sincerity on this point. Charity, even the most generous charity, is not desired in Poland, Belgium, France, China. Those who remembered the last war were especially insistent. They were appreciative of the help given them, but that help carried with it the stigma of a hand-out. They are sure their "come-back" this time will be sounder if they do most of it themselves.

They admitted they must have help in the beginning. For about six months or perhaps a year, they thought. But once their new crops were in, their factories repaired or rebuilt, they felt they could, and wanted to, go it alone. Governor Lehman told the congressional committee that he thought UNRRA's job could be done in two years.

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If done properly, of course. "The dangers of two little and too late," he warned the committee, "are nowhere greater than in the field of relief supplies."

The governor answered committee fears that UNRRA might become an international WPA. There will be, he said, some soup kitchens but as far as practicable, governments will sell goods to their own people, through regular channels as they have done in North Africa. The local currency thus obtained will be used for further UNRRA activities in that country.

UNRRA is not going to supply 2,000 calories for all people in all countries, Mr. Lehman said. In practice it will supplement the existing food supply, raising the number of calories for each individual to a minimum level of subsistence. Reports submitted to the conference indicated that 2,000 calories a day would mean luxury to the average person now living in an Axis controlled country. In the majority of those countries the food supply has been reduced, by theft or destruction, to a point where about 800 calories a day is all the average person receives. In some areas of China, for example, the amount is less than half of that. Two thousand calories a day would mean health, strength, hope. It would not mean an abundance, but it would be enough to put the people back on their feet and give them the courage to begin the task of rebuilding.

THE UNRRA program recognizes that food for the liberated people must be the first consideration. Reports to the conference on the famine and near famine now prevailing in all areas occupied by the Axis were devastating. The story, however, has been told and retold. "Our readers," wired an editor to his correspondent covering the Atlantic City conference, "are bored with starvation. Keep it to 300 words."

But among the oppressed peoples of Europe and Asia, hunger is not a matter of words, but of grim reality. As the enemy armies retreat, food is the need that must be met first of all. There can be no peace anywhere until the people are fed. The amount of food that will be required, even for the months before the native crops come in, staggers the imagination. Not the United States, not even the Western Hemisphere, could carry the burden alone, even if to do so were desirable. That much surplus food could not be provided on this side of the Atlantic. The very nature of the task demands that all nations participate. Even the Axis must help.

It will be UNRRA's work to collect the largest possible amount of supplies and, when the time comes, to make certain that those supplies are equitably divided. At the conference there was much discussion as to whether or not the nations with cash on hand would be permitted to buy in the open market. It was finally agreed that such nations could buy, but only after consultation with UNRRA. UNRRA's consent, of course, would be based on the availability of the commodity. Rationing, in other words, but rationing on an international basis.

Some of the occupied countries, after liberation, will be in a position to pay for most or all of the supplies they will need. Others, with limited or non-existent resources, will have to depend directly upon UNRRA's financial assistance. UNRRA's purpose, to quote Governor Lehman again, is to make sure that available supplies are allocated among the liberated people according to need and not according to ability to pay. Said the governor, "The importance of this should not be overlooked; it is an extraordinary step by which the occupied nations have subordinated their competitive positions to the common good of all nations."

UNRRA will actually buy only for those nations without funds or facilities to buy for themselves. The purchasing will not be done directly by UNRRA unless the nation has no appropriate agencies for the purpose.

DIRECT buying by UNRRA will be confined to accumulating stock piles in anticipation of needs. In explaining this point of the program to the House committee, Governor Lehman said:

> The necessity for creating *now* appropriate stockpiles of some urgently needed goods cannot be too strongly emphasized. . . . A typhus epidemic will not wait while supplies accumulate, a starving child will not be helped by a promise of food in a few months. Food cannot be grown and transported, clothing cannot be manufactured, medical supplies and soap cannot be made available in a few days.
>
> The experience of war production has shown that many months are needed to fill the pipelines to the front. The time lag between a decision to provide supplies and their delivery, is long. It is only by advance planning and procurement, by having supplies ready when and where they are needed, that an effective job can be done. Further, the need for relief supplies may not evolve gradually but may come suddenly in great volume. A rapid collapse of the war in Europe must be taken into account as a possibility, with its attendant need for large quantities of supplies. The impact of such needs must be spread over as long a period as possible, and this can be done only by advance procurement and the gradual accumulation of supplies.

Second only in importance to food will be the liberated people's need for medical supplies. The Axis has swept the occupied countries clean of such commodities. In Poland, even medical books have been destroyed or carried away to Germany. The Atlantic City conference was warned of the great and urgent danger of worldwide epidemics. The people, weakened by hunger and the ills that accompany malnutrition, have no resistance. Shelter and clothing, as well as food are inadequate. Should an epidemic start it would recognize no national boundaries, no barriers of land or water. For selfish reasons, if for no other, the United Nations must exert every effort to prevent such a calamity.

There is one very grave possibility, carrying with it the threat of a disaster comparable to that of war. The Axis has sent into exile twenty or thirty million men, women, and children. At the conclusion of the war, these uprooted millions might start home without receiving medical attention. An epidemic beginning in this group would spread like the fires of Berlin.

Take, for example, the eight million workers Germany has imported from the occupied countries. When the shooting stops, the first thought of this horde will be home. There will be no stopping them. Home, even if it is now only a ditch beside a ruined field, will have a pull that no pleadings, no promises can overcome. No group is an easier prey to epidemics than a stream of such refugees lacking even the rudiments of sanitation or shelter, without adequate food, clothing, or transportation.

One of the Polish delegates, discussing this problem, frankly admitted that it would be impossible to prevent his countrymen, now in Germany, from taking the first road to Poland once the war is over. "They are an impatient people," he said, "and they have been long from home."

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UNRRA has a plan for the exiled, and a technical staff will be available to care for them until they can be returned in safe and orderly fashion. Medical supplies, food, clothing, however, will be needed and needed at once or the restless homesick exiles will be on the road. The program for their repatriation must be ready to be put into effect instantly and completely.

UNRRA's supply activities will not be confined entirely to consumer goods such as food and clothing. In addition there will be the need to reestablish essential production. Seeds, fertilizers, fishing equipment, livestock, machinery and the spare parts for machinery, must be provided to put the liberated people back on their feet. Only with such supplies can they be placed in a position to help themselves at the earliest possible date. Only through such a program, Governor Lehman told the committee, can UNRRA liquidate itself in the shortest possible period.

UNRRA's other principal type of activity will be in the field of expert and technical services. Said the governor:

During the period prior to liberation, experts on UNRRA's staff can play an active part in formulating careful plans for the technical aspects of the relief and rehabilitation work and in the training of necessary foreign personnel and nationals of the areas to be liberated, so that they can carry out these plans when liberation comes. Thus, with UNRRA's assistance, men and women can be schooled in advance in the techniques of epidemic control, sanitation and other public health measures, of essential relief and welfare services for the care and feeding of children and other dependent groups, of agricultural rehabilitation and other measures designed to restore production for essential relief needs as quickly as possible.

After liberation, experts on UNRRA's staff and those trained by them, will go into the liberated areas, advising and helping in the many technical problems that will be presented. In some areas UNRRA's staff need act only in an advisory capacity, making available when requested the latest and best technical information and practices. In other areas, UNRRA may find it necessary to establish and maintain for a temporary period a sizable field force to engage in direct operations until enough local personnel can be trained to take over their work.

The UNRRA program includes the help that, they hope, will be offered by voluntary relief agencies both in this country and abroad. The operation of these agencies, however, will be regulated by UNRRA. Governor Lehman, after consultation with the countries concerned, will outline for them the part they are to play. Luther Gulick, an administrative expert now on leave of absence from Columbia University to serve as a member of UNRRA's high command, said in this connection: "A most important source of personnel to carry out the work of UNRRA, particularly as it touches individuals directly or as members of a family group, will be the private voluntary organizations, both foreign and domestic, and their personnel."

UNRRA will accept, also, financial contributions from individuals or private organizations. These will be used as the donor directs, but they will be balanced against the total of the help given the particular community or group of individuals. UNRRA will play no favorites nor will it permit others to do so. The program is for the common good of all. All will participate in giving and all will share in receiving, each to the extent of ability and need.

In his testimony before the House Committee on Foreign Affairs, Governor Lehman declared the success of UNRRA's program will be a demonstration that cooperative action by the United Nations and associated governments is possible. He said:

For the first time, a definite program of joint action has been outlined. The delegates of the governments have with unfailing good will and in a harmonious spirit of collaboration agreed upon operating principles. These, however, are but the frame within which action is to be taken. The steps to be taken now will determine whether this undertaking will succeed; they may also determine whether any common enterprise of the United Nations can succeed, can progress from the talking stage to the acting stage.

If UNRRA succeeds, the world will know that international cooperation is possible, that common interests can be stronger than separate differences. Having done it once, the United Nations will have more confidence that they can do it again. The habit will have been formed. If UNRRA should fail, there is grave doubt that any collaboration of the United Nations can survive the test of practical application.

In his address to the delegates gathered in the East Room of the White House to sign the agreement creating UNRRA, President Roosevelt sent them to Atlantic City with these words ringing in their ears, "Nations will learn to work together only by actually working together."

Atlantic City was the first step toward that "learning to work together by working together." The program developed meant sacrifice on the part of many of the nations involved. It meant compromise for all of them.

Many delegates and observers felt that some matters were overemphasized. Even more strongly, perhaps, many felt that scant attention was given to some urgent problems with which the conference should have come to grips—the Bengal famine, for example.

But though few items on the program were wholly satisfactory to each of the forty-four nations represented, each was willing to waive his or her particular objection in order to maintain harmony and insure a plan. That one fact, despite the *Wall Street Journal* and other critics of "visionaries of brave new worlds," should give those same visionaries a basis for further dreams. The infant's first step is the miracle, be it ever so halting and slow, for in that first step is the promise of the strides the man may make if he wills.

The forty-four nations which signed the UNRRA agreement in the White House, November 9, 1943:

United Nations: **Australia, Belgium, Bolivia, Brazil, Canada, China, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, El Salvador, Ethiopia, Great Britain, Greece, Guatemala, Haiti, Honduras, India, Iran, Iraq, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Philippines, Poland, Union of South Africa, Union of Soviet Socialist Republics, United States of America, Yugoslavia.**

Nations associated with the United Nations in this war: **Chile, Colombia, Ecuador, Egypt, Iceland, Liberia, Paraguay, Peru, Uruguay, Venezuela, French Committee of National Liberation.**

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The Red Cross in Manila

By CHARLES H. FORSTER

American Red Cross manager of the Philippine Red Cross

Life in an internment camp and the story of the part played there by the Philippine Red Cross, as told by an American who recently returned to this country on the exchange ship, Gripsholm.

DURING our last few days of freedom in Manila, we Red Cross workers had to race against time getting ready a hospital ship to carry the seriously wounded to Australia. Those were anxious days. We secured the old inter-island steamer "Mactan." It had to be painted white with a red band a meter and a half wide all around the ship. Many changes were needed to accommodate the wounded. Business in the city was disorganized. Getting the paint and more than a hundred men to undertake the job seemed hopeless. Many ships had been sunk in the bay and almost every day the waterfront had been bombed. However, we won the race. The "Mactan" sailed with the wounded men on New Year's eve. On January 2, 1942, the enemy occupied the city and the curtain fell on the first act of the Philippine drama.

With no precedents or experience to guide us, we entered a period of trial and suffering that presented an unparalleled demand upon the Philippine Red Cross. I had spent years developing and administering the activities of this organization which, though founded and partly staffed by the American Red Cross, was in process of becoming an independent national Red Cross. We had a large experienced staff including over 300 doctors and nurses. We had large stocks of emergency supplies. We had a civilian defense organization with over 200 trained workers. We were ready. Would the occupying army permit us to work? Would they recognize the neutrality of the humanitarian activities of the Red Cross? During the chaos and the fears of the first days of occupation we had to leave these matters to chance. Occupying armies are not inclined to enter into discussions and negotiations.

On January 5, I was interned with my family and one of the members of the American Red Cross staff. Our treasurer and the chairman of the Philippine Red Cross central committee were also interned. However, the Philippine Red Cross was allowed to function. The vice chairman of the central committee—a Philippine lawyer—assumed my duties on the outside. A few American workers, who had been employed on temporary detail, were allowed to continue at work. There seemed to be no reason or planning on the part of the Japanese who were undertaking the round-up of Americans for internment. Some young officers, who knew the Japanese Red Cross, respected the Red Cross armbands.

We found ourselves with some three thousand others, Americans and English, in Santo Tomas University, with no cots, beds, mosquito nets, no food or facilities for cooking, and with very inadequate sanitary conveniences. The Japanese made no statement on how these necessities were to be provided. In fact, they herded us in a camp, closed the gates, and left us to make our own way. Troops had been quartered in the university. The buildings were dirty and the campus unkempt. At night the mosquitoes came in swarms. For the first few nights many, old and young, had to sleep on cement floors with no blankets. Many were without food. The future was full of fear and uncertainty. American ingenuity came to the front. An internees' committee was organized. We had many capable executives in the camp. Work began almost immediately. By the end of January, major difficulties were overcome.

THE Philippine Red Cross played an important part in overcoming these difficulties. Under Japanese policy, Filipinos were allowed their freedom. This was fortunate for us for 98 percent of the Red Cross professional staff were natives. Much to their credit, Philippine doctors, nurses, and relief workers entered the gates of the concentration camp and passed the Japanese guards who, when they saw their Red Cross armbands, were confused and allowed them in. They were shown the camp conditions. They received a detailed statement of our needs, and within less than an hour mosquito nets, mattresses, cots, first aid materials, medicines, food and clothing, and other necessities began to arrive. They were instructed to transfer the entire equipment of two Red Cross emergency hospitals to the camp. Red Cross doctors and nurses helped in setting up these hospitals and assisted doctors of the Rockefeller Foundation who, for the first few months, were in charge.

A Philippine sanitary engineer, who had been assigned by President Quézon to assist me in preparation for the evacuation of vulnerable areas in Manila, entered the camp, looked things over, and immediately took charge of general sanitation and the installation of sanitary facilities. This was done merely with the tacit approval of the Japanese authorities because we knew that an attempt to get formal approval would meet with delay. Our efforts, however, did not run smoothly. There was plenty of petty opposition. Our trucks, loaded with supplies, were often turned back at the gate. No reasons were given. Red Cross warehouses were sealed. Withdrawal of funds from our deposits in the Philippine National Bank were greatly restricted. We expected that at any time our operations would be stopped.

At no time did the Japanese military authorities give full cooperation. They allowed the Red Cross to continue the operation of three emergency hospitals. These hospitals, which had been established for air raid victims, were used for internees who were released from internment on account of illness. We tried, indirectly, to get official recognition from the military authorities for our activities, but were unsuccessful. On one day we were allowed to go ahead; the next day we would be halted in one way or another. When permission was given for us to take relief supplies from our warehouses into the internment camp, Japanese soldiers would prevent our workers from assembling the articles called for and, in a most peremptory manner, would designate articles we did not need. We had more than 3,000 persons to feed and these unreasonable actions hin-

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dered our efforts. They continued, but to a lesser extent, after the commandant of the internment camp had recognized the Red Cross and given us the go ahead signal.

We arrived at an understanding with the Japanese authorities in charge of the camp that the Red Cross was to set up a large main kitchen and an annex for mothers with children. This annex was to contain a complete kitchen, adequate sanitary facilities, a dispensary and a dental clinic. Approval was also given to establishing a children's home outside the camp in Holy Ghost College, which is attached to a convent. One of the newest and most modern of the college buildings was set aside for this purpose, equipped with all the necessary facilities, and placed in charge of a young Philippine doctor who had received special training and experience in the United States in the management of children's institutions. Nuns in the convent organized and conducted a school for the children.

After these understandings regarding permitted Red Cross activities, we expected that the Japanese would facilitate our efforts but, on the contrary, they made the task very difficult. They continued to seal our warehouses and confiscate our supplies. We had assumed a responsibility which properly belonged to the Japanese, for occupying forces are expected to make available every possible facility to aid associations. I called this to the attention of the Japanese authorities. At first they ignored my letter, but finally answered it, stating that Japan had not yet consented to the articles dealing with "the treatment of enemy civilians in occupied territory" adopted by the International Red Cross Conference in 1934. However, I felt that they were honor bound to recognize them, for Japan—or the better side of Japan—has always strained to appear before the world as a highly civilized race (I think this helped to keep the forces entering Manila in restraint). About the middle of January the Red Cross was allowed space, and an office was opened in the internment camp.

Among the other areas of Red Cross service one door, however, was closed tight. As Japan maintained she was at war to deliver Orientals from Anglo-Saxon domination and exploitation, Americans, and American organizations like the Red Cross, were not allowed to extend relief to the Philippine people, including native soldiers who had become prisoners of war. We were allowed, however, under the Geneva Conventions, to extend aid to American prisoners of war and to interned civilians. We expected the fall of Bataan in the spring. We anticipated a very large number of sick. Bataan was known to be the worst malarial section on Luzon.

I, therefore, wrote to the commander-in-chief calling his attention to the Geneva Conventions. Japan had ratified these conventions in a law promulgated by His Imperial Majesty that guaranteed the neutrality of Red Cross activities and officials administering these activities. I asked to be freed, together with my associates from Washington, to direct any service needed for American war prisoners, especially the wounded and the sick. I heard indirectly that the commander-in-chief at that time had given general approval, but a change was made in the command and my letter was forgotten or ignored. If the letter had been approved I believe we could have saved hundreds of lives during those terrible days that followed the fall of Bataan when deaths of prisoners in Luzon ranged from 400 to 600 a day. We managed, however, to get medicines into the prison camps, but the attitude of the Japanese was most unsatisfactory and the little accomplished required the use of devious methods.

Eventually the Japanese military and the Philippine Executive Commission made a move to abolish what they called an "American connected Red Cross." A proclamation appeared in the press signed by the president of the Philippine Executive Commission confiscating all Red Cross funds and properties, including the Red Cross headquarters building. All American personnel were turned out. A new central committee with Japanese members and officers was appointed. I, and other members of the American Red Cross staff who had been assigned from Washington to the Philippine Red Cross, retained our status as members of the staff of the American Red Cross. We, of course, could serve in the internment camps but we were without resources to give material assistance.

This is a very general statement of the work of the Red Cross under enemy occupation. Obviously many details must be withheld for the sake of our people still in the Philippines, as well as for the many Filipinos who have worked with us in the face of opposition and danger.

When Soldiers Go Deaf

By LOUISE NEUSCHUTZ

*Formerly Principal, The Manhattan School for the Hard of Hearing; Author of "How to Help Your Hearing"**

NOT long ago I visited a large army hospital which has set aside an entire building for the rehabilitation of the war deafened. There soldiers, back from the front lines of war, are fighting their own individual battles to win their way back to a normal life. All of them are struggling to master the art of lip reading, with varying degrees of success. Some learn quickly, others slowly, but all eventually achieve some skill in understanding the spoken word by watching the movements of the mouth. Moreover, practicing with one another between lessons helps them over many a weary hour. Two of the four teachers are themselves very hard of hearing, but can read lips fluently. The other two hear normally but have had years of experience in teaching the acoustically handicapped. The first soldier to be given a lesson the day I was there had his hearing so badly impaired that he can no longer hear ordinary conversation. But with two lessons a day, one in the morning and the other early in the afternoon, he is learning to read lips so well that he will soon be able to resume his former occupation as an engineer.

Deafness among soldiers and sailors frequently results from the over-stimulation of the auditory apparatus by the explosion of bombs, shells, mines or gunfire. The violent detonations following each other in quick succession cause great mass movement of air which may rupture the ear drum or bring about internal hemorrhage. Hearing is the likeliest sense to suffer under the concussion effect of bombardment.

* Harper and Brothers, 1940.

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Ear injuries incapacitated large numbers of soldiers in the armies of all nations in the first World War. These injuries were seldom due to missiles striking the external ear, but were mostly results of explosion or gunfire. They occurred among all classes of servicemen, even those who had not actually fired the guns. In the Allied armies, 80 percent of all ear cases showed considerable impairment in hearing. Warnings were given to the men under fire to protect their ears with wads of thick cotton dipped in paraffin or in liquid petrolatum; but action often had to be taken so rapidly that there was no time available for proper insertion of the cotton wads. Early in World War II the British Government, realizing the danger to hearing from long continued bombardment, issued ear protectors of various kinds to the population of bombed cities. The plastic plugs, which come in several sizes to fit larger or smaller ear canals, are said to have saved many from acoustic shock.

IN the last war, soon after American boys went overseas soldiers suffering from hearing loss were sent back to General Hospital No. 11, at Cape May, N. J. There they received instruction in lip reading and corrective treatment for speech defects resulting from shock or defective hearing. At first the men seemed to resent being transferred to this hospital for lessons in lip reading. They were anxious to return home. They felt "deaf and done for," and lip reading could not restore their hearing. Moreover, they were sure it could be learned only by those with a special aptitude for it. After a week or two of lessons, however, most of them found that reading the spoken words from the lips was rather fascinating and that it was able to compensate in many ways for the shortcomings of lame ears.

Training in various trades and vocations, too, was offered the deafened ex-servicemen. They could receive instruction, for instance, in printing, cabinet making, auto mechanics, bookkeeping, mechanical and architectural drawing, or some other useful occupation. Many of them gladly took advantage of this opportunity and when they were discharged from military service, were far better equipped for making a livelihood than they were at the time they were inducted into the army.

That the reeducational work done for the deafened was not reserved exclusively for the quick-witted is illustrated in "The Story of a Rescue," by Samuel Hopkins Adams, which appeared in *Carry On,* monthly bulletin of the American Red Cross published during World War I:

> Out of the great war-storm there came back, amidst the other salvage, a nameless, recordless wreck. He was an ignorant Negro, a private, and all that was known of him when he landed in the Debarkation Hospital from the transport was that he seemed deaf and dumb, sick, deeply depressed, semi-hysterical, and practically mindless. In fact, he was diagnosed as a mental defective of an extreme type, an asylum case. All of his papers were lost and his identification tag was missing. There was a vague evidence that the name was James, but whether this was his surname or given name was uncertain. Had he been marooned on a desert island, he could hardly have been more completely cut off from the world of men around him.
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> Marooning for life, indeed, might have been his fate, had he not been formally adjudicated to the Section of Defects of Hearing and Speech, and sent to U. S. Army General Hospital No. 11, at Cape May, N. J., where he came under the care of an aide who sensed, through his melancholy torpor, the glimmerings of a mind that might yet be aroused to activity. She set herself to the task of rousing it.
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> The first hint of reason came rather fortuitously. Having a gold thimble the aide held it up to "James," thinking that its brilliance might attract him. After a moment's intent contemplation he slowly put his hand into his pocket, and drew out a large aluminum thimble, which he held up for the inspection of the surprised and gratified nurse. She immediately pronounced the word "thimble" giving it exaggerated visual expression, and he was able to read it from her lips and identify the object; also "box," "watch," and other simple names of objects. The mind, that seemed dead but was only sleeping, had awakened. A little later in the day he was able to write the letters "p," "f," "t," from dictation. On the following day the rising tide of mentality had reached a point where he spelled out his own name, and after a concentrated effort of twenty minutes responded to the repeated suggestion "home" with the legend "Ellenton, S. C."
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> Thus began the lip reading instruction of a man who progressed rapidly and finally learned a trade before he was discharged from the service.

The three army hospitals now caring for the men who have lost their hearing in this war are the Deshon General Hospital, Butler, Pa., the Hoff General Hospital at Santa Barbara, Calif., and the Borden General Hospital at Chickasha, Okla. A highly specialized program of reconstruction and rehabilitation has been worked out for them. Medical rehabilitation is the first step on the program. If a soldier's ear condition can be improved by therapeutic measures, such measures are forthcoming. Naturally, his social and economic adjustment will be much easier if he can make use of his residual hearing.

A COURSE in lip reading is offered from the outset to each war deafened man. While the degree of skill acquired and the time needed to gain proficiency varies with the individual, everyone who wants to is able to learn some lip reading. This study quickens the mental faculties of attention and observation and equips the learner with a visual aid to substitute for his lost auditory sense.

Speech and voice correction are another part of the rehabilitation program. With a certain loss of decibels in hearing the voice tends to become strident, too loud or too low, and speech may deteriorate. Listening to good music or to lectures with the aid of group earphones sometimes helps a person to retain good voice qualities, as well as to keep fresh the memory of sound. An important part of the program is the provision of hearing aids to all the war deafened soldiers who can use them.

Audiometer tests of a patient's remaining hearing determine in decibels the amount of hearing left in each ear. On the basis of an audiogram thus made, the hearing aid is prescribed. A variety of hearing aids may be tried out by the patient so that he can choose the one most suitable. A trial of a week or so determines this. With better hearing, the patient usually regains assurance and self-confidence, and his hearing is apt to improve with use instead of deteriorating from disuse.

Vocational rehabilitation is also part of the program and is supplied through the Veterans Administration. The degree of hearing loss is taken into account along with the man's previous calling. If it is possible for the veteran to return to his old job, he is encouraged to do so. If not, rehabilitation agents and vocational counselors, after giving aptitude tests, advise on training and make the necessary arrangements.

Supplementing the government program, the American Society for the Hard of Hearing at Washington, D. C.,

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and its 150 local chapters scattered over the United States, are bending their efforts to help the deafened veterans return to normal life. The societies offer information, recreation, lectures, practice lip reading classes, social affairs, and contacts with persons who have surmounted the handicap of deafness and have found their niche in the social and economic life of their communities.

The public in general, however, has not yet learned to accept the hard of hearing and deafened at their true value. Most people underestimate the intelligence of persons with hearing difficulties, being conscious of their idiosyncrasies instead of their capabilities. Some people speak far too loud to a person whose hearing is only partially lost, thus causing unnecessary embarrassment; or they waste their energies by shouting to the deafened who cannot hear at all. Others become irritable when they are not immediately understood and speak with exaggerated lip movements or with distorted features, actually making things more difficult in their efforts to be more readily understood. It is far easier for the hard of hearing to understand what is said when words are pronounced distinctly and, perhaps, a bit more slowly than usual, and when the speaker's face is turned towards the light. A good hearing aid, together with lip reading, usually simplifies matters somewhat. However, the totally deaf cannot make use of any mechanical device.

Many a person who is hard of hearing will open up like a bud after the rain, if the speaker is considerate. However, the newly deafened, such as the afflicted ex-servicemen, have a severe adjustment to undergo. To observe animated conversation without any longer being able to take part in it is a grievous experience. Listening with limited hearing power to small talk or lengthy conversations, too, is fatiguing. To a war deafened person with frayed nerves, conversation is doubly trying; but like everyone else, he is dependent on it for human contact. The attitude of his relatives and friends towards his defect may either help him reconstruct his life or help him to ruin it. Some persons, after losing their hearing, gradually develop personality difficulties—an inferiority complex, peculiarities of temperament, hypersensitiveness, and suspicion. Loss of hearing often requires reorganization of personality, as well as common sense and courage. A little encouragement where it means the most—among family and friends—may be the lifesaver that keeps a man from going down under his new handicap.

Community Health Revival

By VIRGINIA WING

A CHEST X-ray survey of war workers now underway in Greater Cleveland is assuming the proportions of a "health revival." Although examinations in the first plants began no longer ago than October, the demonstration has already shown that great things can be done when the systematic cooperation of labor, management, public officials, the medical society, and other groups is enlisted in a communitywide educational project.

The project itself was born from the very simple premise that inasmuch as all persons entering the armed forces received a chest X-ray, workers in industry on the home front ought to receive one also. Greater Cleveland, at the present time, has something like 350,000 men and women engaged in industrial war work. So far some 30,000 men and women war workers have had their chests X-rayed. During the next twelve months, at least another 100,000 workers will be examined, and the number may eventually run 150,000 or 200,000, if additional equipment is obtained soon enough. Already among this great mass of war workers there is obvious pride among those who can say, "I've had mine, have you had yours?" Even this early in the program our chief problem is to placate union groups, plant health committees, personnel and industrial relations managers and management officials who must be told that it will be two, three or even six months before their plants can be scheduled for this health service. Communities in New York, New Jersey, Massachusetts, and other states are reporting a similar experience. Application of sound community organization principles is resulting in an unprecedented demand for and acceptance of mass chest X-ray procedures.

Almost a year and a half was spent in securing the good will and interest of Cleveland war workers, the confidence of their union leaders, and the backing of other community groups before the actual testing began. This preliminary work has proved a most fundamental factor in its ultimate success.

Admittedly, of course, the tragic attack on Pearl Harbor started a chain of events in Cleveland that gave a favorable setting for concerted community action. Our industries were galvanized into almost total production with the 800 major plants which were converted to war work reaching a peak of 95 percent at one period. One of the apparent problems was to maintain the workers' health in order to keep up this production level. A Gallup poll had shown that 90 percent of days lost through illness were due to colds, influenza, stomach upsets, headaches, and other so-called minor ailments. Against such a background it was obvious that a breakdown of bodily resistance among the great mass of population represented by war workers could well result in a rise in the incidence of tuberculosis.

The first step, therefore, was the decision of the Anti-Tuberculosis League's board of trustees that "a program of health education among workers in war industries was essential if men and women are to 'Keep Fit—To Work—To Earn—To Win.' We are supported in this belief by the surgeon general of the United States, by the National Tuberculosis Association, and by the Ohio Public Health Association."

As the league set about organizing the health education campaign, it was quickly seen that its over-all scope would require the support of other community interests, and steps should be taken to provide for the cooperation of health, social service and civic organizations. Opportunity for strategic community sponsorship came through the interest of Mayor Frank J. Lausche, recently reelected to his second term largely because of his social outlook. The league was very glad to follow his suggestion that a health committee be set up under the mayor's war production committee, on which already were serving representatives of management,

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labor, civic groups, and military departments. As part of this plan Dean Halliday, a public relations consultant of wide and practical experience, and publicity director for the Anti-Tuberculosis League, was appointed chairman of the health education campaign.

There were good reasons for seeking the cooperation of the union officials and through them fully informing their members of the purpose and scope of the campaign before other groups were approached. A direct request to management for its full approval was found to be met with the counter query: "Do you have labor's full approval?" Almost every social service and health organization has representatives of banking and business on their boards of trustees, and few balance this off with representatives of labor who sit around the same table. In planning any community project it is often easier to turn first, and perhaps exclusively, to these banking and business representatives. Afterwards the working committee finds it hard to understand why the project or program faltered and then slowed down or collapsed. "After all," a rueful committee member will say, "we did have the approval and backing of some of our biggest people."

Therefore, with the tacit approval of management representatives of the mayor's war production committee, management, as such, was bypassed for the time being, while organized labor, from top to bottom, was being pre-informed and pre-sold on the entire plan. The endorsement of the central labor bodies was by official resolutions, but of still greater importance was the fact that following the adoption, the word went out to the rank and file of the affiliated locals and to their membership that our plan and program were okay.

WITH the approval of the central bodies of the CIO and AFL, as well as other organized labor groups, it proved simple to obtain the support of the Cleveland Chamber of Commerce, through its health committee. With the word going out from labor, it was then merely a matter of mustering the time and manpower necessary to organize the health education campaign in one plant after another. The program has been functioning for many months and now reaches 318 war plants. Posters and folders are sent to them each month. More than 800,000 pieces of health information have been distributed to war workers, including issues of a miniature health newspaper called "The Home Patriot," which carries food and health facts into their homes. Some 220 labor-management health committees have been organized, and health talks and health exhibits are scheduled at regular intervals through these committees.

During these months of progress with the health education campaign, development of plans for a chest X-ray survey had been underway. Dr. George F. Sykes, outstanding industrial physician with a record of some twenty-two years as chief of the medical department of the White Motor Company, had been one of the first to point out the need for an adequate chest examination to complete the physical checkups which most war plants were giving to their workers, old and new. Early application was made to the U. S. Public Health Service for the loan of suitable X-ray equipment for the survey, through the State Commissioner of Health, by a committee made up of the health officers of the six health districts of Cleveland and Cuyahoga County. Under wartime conditions the army and the navy have first call upon all X-ray equipment and the U. S. Public Health Service has the next call. State or local public health agencies can obtain such equipment only through and with the approval of the U. S. Public Health Service. Few communities already possess the mobile or portable equipment necessary and our whole plan, therefore, was dependent on Washington's approval.

The months of waiting for word were not wasted. On the lay side of the program the good will and friendship of the war workers and their union leaders, as well as that of personnel and management officials, was being developed and strengthened by the progress and success of the health education campaign. On the professional and medical side, the delay gave opportunity for the technical advisory committee of the league to study all phases of the involved problem of conducting a communitywide X-ray survey of mammoth proportions and the possible far-reaching implications.

Fortunately, also, at this time a renaissance in the tuberculosis program had given Cleveland the medical leadership necessary to such a broad gauged undertaking. New state legislation had made it possible for Cuyahoga County to purchase from the city of Cleveland the existing Sunny Acres Sanatorium with its 450 beds for the care of tuberculosis patients, and to appoint a board of tuberculosis trustees for its operation as a county institution. The board has as its chairman, Dr. R. H. Bishop, Jr., long a leader in anti-tuberculosis work, and at present also serving as president of the American Hospital Association.

This board of trustees had appointed a new controller of tuberculosis for the county in the person of Dr. J. B. Stocklen, who, since his own recovery from the disease, has devoted his professional life to fighting tuberculosis. In his capacity as tuberculosis controller, Dr. Stocklen represents each of the deputy health officers in charge of tuberculosis for each of the six city and county districts.

With the tuberculosis work of each health district thus correlated under the controller, the Academy of Medicine of Cleveland, which had set up a special committee to study the tuberculosis needs of the community, came forward with full and progressive professional support. The educational and promotional functions of the Anti-Tuberculosis League, as a pioneering voluntary organization, were clarified in their relationships to the functions of the public agencies.

WITH these things done, and proper committees appointed to set the wheels within wheels in motion, all concerned were ready for the inauguration of a great centralized tuberculosis control program. In this interlocking program the plan for a mass X-ray survey occupied a very important part. From a public health standpoint, it meant the opportunity for a far-reaching educational campaign to awaken the people to the constant threat of tuberculosis and the great need of concerted action for its prevention and final elimination. It meant also the opportunity for a rapid examination of tens of thousands of apparently well people through use of the portable X-ray unit, with early detection of previously undiscovered cases. For most of the cases discovered, it meant the almost positive assurance of cure as well as protection of the public while contacts were being checked.

Such was the tuberculosis control plan in Cleveland last summer when word finally was received from Washington that an X-ray unit for our use was to be forthcoming.

Some final weeks of intense activity preceded the unit's actual arrival. Because the ground had been so well and

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thoroughly prepared during the preceding eighteen months, the final phase of organization was quickly accomplished. Organized labor and union leaders were ready and waiting to welcome the survey. And management, not to be outdone now that labor really wanted it, was also standing in the reception line anxiously on the lookout for the unit's arrival. The final days of the battle of priorities, climaxed by the unprecedented, but officially authorized, 900-mile round trip of a hired commercial truck (almost commandeered by our frantic committee when Washington failed to provide transportation for the one-ton X-ray machine), is a story in itself. Sufficient to say, that final wild truck trip, by day and by night, had all the thrilling elements of the kidnapping of little Nell.

With the X-ray unit came an experienced U. S. Public Health Service doctor, and on October 1 of last year Cleveland's mass chest X-ray survey began in the plant of the White Motor Company, where tank destroyers are being turned out by the thousands.

In a little more than two weeks' time, 4,200 men and women workers were "put through" the X-ray machine. The successful handling of this large number of workers in that comparatively short space of time was due to two things: a ten-day pre-selling campaign to the workers within the plant under the experienced guidance of the public relations and personnel experts of the company itself, aided by the enthusiastic cooperation of the labor stewards in the various departments of the plant; and the unflagging efforts of the U. S. Public Health Service doctor and a trained technician in charge of the machine, assisted by the untiring team work of the four women clerks we had trained for the quick registration and smooth handling of the incoming lines of workers.

In this first plant we inaugurated the so-called "flow system," whereby the workers in organized groups of ten leave their machines or workbenches, are registered, X-rayed, and are back at their work in an elapsed period of only 12 to 15 minutes of company time. This includes stripping to the waist before being positioned in front of the X-ray machine. Men workers are X-rayed "raw," but paper jackets are provided for the women.

We not only tested our organization and teamwork system in this plant, but here we also met and overcame the only point of opposition raised, so far, by labor. Despite the over-all approval of their own union, the officers of the local union within this first plant expressed fear that if the findings of the X-ray surveys were reported to management, any disease or physical disability might be recorded and the workers involved laid off first when and if slack times come.

Frank conferences with the union officials, management representatives, and the company's medical director followed and a "confidential report" procedure was finally agreed upon. This was ratified to the union officers in an official letter, excerpts from which are as follows:

1. The examination is voluntary on the part of each worker. It is a free service.

2. Reports on each X-ray picture taken will be completely confidential between the individual worker, the examining doctor (a U. S. Public Health Service representative), and Dr. J. B. Stocklen, Cuyahoga County Tuberculosis Controller representing the Public Health Officers.

It is understood that these reports will not be released to management or the plant's medical department.

3. Each worker whose lungs are found normal (this is expected to be a plus 99 percent) will receive at his home address an official report to this effect.

4. Where the X-ray picture reveals any suspicious condition of the lungs, the individual concerned will be so advised privately and confidentially. A recheck may be necessary because of failure of the film to make a clear record. If this also shows a suspicious condition, the individual will be advised to consult his private physician, or he can make use of public health facilities.

If the final diagnosis reveals an active tuberculosis, the case will be referred to the individual's private physician, who in turn is required by law to report to the proper health officer.

Following this the individual can remain under the care of his private physician or obtain county sanatorium care upon the request of his physician.

At all times the X-ray pictures and the records of name will be in the confidential care of the tuberculosis controller for the constituted health officers and the U. S. Public Health Service, although the individual concerned will have access to his record whenever he so desires.

When the program is inaugurated in the plant and during its entire operation we would request that your committee appoint a steward to be present at all times during examinations as an official labor representative.

The X-ray machine which has been loaned to us by the U. S. Public Health Service is a photofluorographic unit using 35mm film. The unit is equipped with a rotating anode tube and a high speed screen which makes it possible to take the pictures at an average rate of 120 per hour, reaching a high rate of 150 an hour for short periods of operation.

THE approach to the workers is on a positive health basis. The campaign slogan is "Make Sure You're Safe." We believe that in taking such an approach we are merely making use of practical applied psychology. For this reason we have discarded literature supplied from national sources which to our way of thinking makes the negative approach. Examples are folders which say "You May Look Well But—" and are far from encouraging to men and women who ought to have a chest examination.

It is, of course, too early in the survey to give any detailed report or analysis of the findings. Studies will be published at a later date. We can say, however, that the number of active cases of tuberculosis being found corresponds to the national average of approximately 2 per thousand persons examined.

Since the X-ray survey is being conducted under the direction of the health officers representing the six health districts of Greater Cleveland and Cuyahoga County and is under the supervision of the official tuberculosis controller for the same area, reports on cases found are immediately meshed with the established public health routine. All persons whose chests are found to be normal are notified to that effect. This is done by means of a card signed by the six health officers and the tuberculosis controller which informs the recipient that "The X-ray of your chest taken on such-and-such date has been read and is normal."

This report card is sent to the worker's home in a sealed envelope, under first class postage, with a letter of congratulation and further health information. This letter is signed by Dr. A. R. Sweeney, chairman of the technical advisory committee of the Anti-Tuberculosis League.

A worker whose X-ray shows anything suspicious is called back for a re-take. The re-take is a standard 14 x 17 X-ray picture, which the machine is also equipped to make. A further diagnosis is made from the large X-ray, after

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which the person is called in for personal consultation with the U. S. Public Health Service doctor in charge of the X-ray operations and the tuberculosis controller. He is then given advice as to his condition and what should be done about it. Referral is made to his private physician if he has one, and he is also acquainted with the public health services which are available to him at the county tuberculosis clinic or at the county tuberculosis sanatorium.

At this writing, the X-ray survey has been made in a dozen of our large and small plants. Half a hundred more plants are booked on a schedule running well into June of this year, while still other plants are anxiously waiting to have dates set for them. Meanwhile, requests for information and bookings continue to pour in daily from labor and management indicating, we believe, that we are in the midst of a health revival.

Children in the Fields

By AMBER ARTHUN WARBURTON

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SOME day peace will come again. With it, many of the boys and girls who, before our entry into World War II, knew no other life than that of agricultural day laborers will, as young men and women, return home from the battlefields and the centers of war production. Undoubtedly they will be more inquiring young people than they were, more alert to the conditions of their lives than when they went away. They will have heard of the hopes held out in the Atlantic Charter: Improved labor standards . . . economic adjustment . . . social security . . . freedom from fear and want. . . .

A recent publication of the Children's Bureau ("The Work and Welfare of Children of Agricultural Laborers in Hidalgo County, Texas," Children's Bureau Publication 298) tells the story of the mode of life of children of farm laborers who harvested winter vegetables in one important agricultural area in 1941. The facts presented in this study may well serve as guideposts in considering plans for war and postwar measures to meet the problems and relieve the want of men, women, and children dependent on large scale agriculture for a livelihood.

The information for this study was obtained in interviews with 342 families of farm laborers who lived in the southern part of Hidalgo County—that tip of Texas bordered by Mexico to the south. These fertile, irrigated lands of the lower Rio Grande Valley are outstandingly important for the production of winter vegetables and grapefruit. Cotton and a variety of other crops are raised there, also. The study describes the employment conditions of children who worked in the fields; family earnings; schooling; health problems. The situation, with certain variations, is typical of areas with large scale farms and field labor doing hand work in family groups.

The Children's Bureau always has been concerned about the lack of opportunities for children in such agricultural areas. In increasing numbers children have been hired to help harvest cotton, tobacco, vegetables, and small fruits. The development of enterprises specializing in certain crops has extended the problem. Employment in agricultural labor of this sort is very different from work on a home farm. Work under the supervision of parents who regulate tasks to the child's capacity, and to his school program, may be a constructive educational experience. But on the large scale farms, young wage earners often toil long hours, doing strenuous yet monotonous work, with inadequate periods for rest and food. Many of the children are deprived of opportunity for normal school progress.

The 998 boys and girls between the ages of six and eighteen in the 342 families interviewed were almost without exception native Americans, born and brought up in Texas, most of them of Mexican stock. The parents, like most of the adult agricultural field workers in the Rio Grande Valley, had crossed from Mexico during the past twenty-five years to make their home in the United States. They came in response to the great demand for field labor during the years when the dry ranch lands of the region were brought under cultivation with the extension of irrigation. The children of non-Spanish-speaking parentage, as well as some of Mexican descent, came from families of former Texas sharecroppers and tenant farmers. Their families had become agricultural wage laborers because of the boll weevil, or because the head of the household had died or was in poor health. Other families had been "tractored out" of their small holdings.

THE children in this study were reared in segregated communities that had grown up near the vegetable and fruit packing houses along the railroad serving the valley. Since these "Mexican towns," as they are called, have their own schools and churches, their own main streets, movies, stores, and service industries, the people who live in them have little contact with the residents in the other part of town. Therefore, neither adults nor children have much opportunity to learn English or become assimilated into the English-speaking community. Some of the families interviewed were living in transient settlements on the outskirts of the towns, or in the open country along the irrigation ditches.

The homes of the agricultural workers visited were usually crudely constructed — one or two-room houses, shacks, or huts overcrowded by the large families occupying them. They had little furniture except such basic necessities as a stove, a bed or two, a table, a chest of drawers or a trunk, a bench or chair. Some town families had city water from a spigot centrally located in a yard between the houses. The people in the open country usually dipped water from the irrigation ditches or canals, which had open-pit privies, pigsties, and refuse heaps along their margins. Every family, in town or in a rural area, shared a primitive open-pit privy with several other families.

It was often found that the families had lived in these makeshift homes for years. When they migrated in the summer and fall to work in other cotton-producing areas of Texas, as most of the families in this study did, they usually returned to the dwelling they had left. Often they owned the house itself, although in many cases they rented the land on which it stood. Hidalgo County was the permanent home of most of the children in this study.

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The families interviewed, harvested vegetables from November through June. They picked cotton in their home valley in the midsummer months, and most of them migrated for the cotton-picking season elsewhere in the late summer and fall. In most of the field work, even young children could take part and so contribute something to the meager family earnings.

Any morning between seven and eight o'clock, if the weather was suitable, the labor contractor could be seen assembling his crew of field workers from among his own family, his relatives, and neighbors. Infants in arms were often taken along because no one was left at home to care for them. Children six and seven years of age came along, ran errands in the fields, and gradually learned to work. By the time they were eight or nine, their earnings were recognized as a contribution to the family income.

The labor contractor was assigned by the packing shed to harvest certain fields where the standing crop had been purchased by the shed's field agent. The contractor transported the workers to and from the fields—twenty-five or more persons crowded in a huge produce truck.

The length of the work day varied with the amount of work assigned to the labor contractor, the time spent in transportation and in waiting for the contractor to transact his business with the packing shed. In a sample work week during the vegetable harvesting season, children were away from home as little as two to as many as sixteen hours on the days they worked. Of the employed boys and girls that week, 57 percent averaged ten hours or more away from home on each work day.

The low rates of pay for adult workers and the irregular employment led many parents to put their children to work. The amount of work available varied from day to day as well as from season to season, depending on weather, market demands, and the crops in season. During the sample work week at the peak of the winter harvesting season, nearly one half the employed boys and girls worked on three or four days, while one fourth worked only one or two days; nearly one third worked five or more days. Since the harvest crews worked in family groups, these figures also show the irregularity of adult employment.

OF the boys and girls in this study, 69 percent of those between the ages of six and eighteen had worked at some time during the year preceding the date of interview. About 25 percent of the children under ten years of age and 80 percent of those between ten and fourteen had been employed. Nearly all those between fourteen and eighteen had worked within the year; most of them were considered regular family wage earners; some were the chief breadwinners.

Typical of the work histories were those of the older Gonzales children. The family had seven members living at home—father, mother and five children. Juan, age fourteen, had worked since he was eight; and José, nine, since he was seven. Their sister Luisa, eleven years old, had never worked in the fields. She did the housework, cooked, and cared for the two children aged six and three, while the mother, father, and two boys were in the fields.

During the winter vegetable harvest, the four Gonzales wage earners found some work each week. In the sample work week, their labor contractor called for them between seven and eight o'clock on each of six mornings in the week. On five days they returned home about seven o'clock in the evening; on Saturday they returned at noon. They gathered carrots, beets, and turnips. The father commented that this work was hard for nine-year-old José so he did not do much of it. José spent most of his time counting vegetables and tying them into bunches. His father added, "He is still learning to work." In that unusually good week the family earned $7, somewhat more than did most families in the sample work week.

Mr. Gonzales reported that his boys had worked in fifty weeks of the preceding year. In the winter months they worked mostly in the carrot, beet, and turnip fields. From April through June they picked tomatoes. Although children under fourteen were not generally permitted to pick tomatoes—because of the damage they might do to the vines—José was taken along for tomato picking and managed to be useful.

This family did not remain in Hidalgo County for the cotton-picking season, but left with their labor contractor in July for northern and western Texas. They worked in four places on their migratory trek, which lasted twenty-three weeks.

Most of the families made their living from a cycle of employment similar to that of the Gonzales family. Those who had non-agricultural as well as farm work, generally had higher incomes. Migrant families also usually earned more than the non-migrants.

THE median income of the families in this study was $350 for the preceding year. In their fifty weeks of employment, the Gonzales family earned a total of $387.

On this income the Gonzales family was barely able to exist. The seven members lived and slept in one room. The mother reported that all the children had been ill during the past year but had had no medical attention.

In spite of the inadequate incomes of the families studied, rarely was assistance of any kind available to them. Instances of discrimination against these people were reported. One father interviewed told of his experience in applying for work relief when his family was desperately in need. The director of the office told all the "American" applicants to line up on one side of the room, and when that was done, he told the others to go home. This man never sought assistance again.

School records showed that these children lacked opportunity to develop to the extent of their capacity—the goal of modern education. The schooling of the Gonzales children was typical. The fourteen-year-old lad, Juan, was considered beyond school age. He had not been to school for two years and had attended "very little time" in each of the four previous years. Eleven-year-old Luisa had attended school for only three months, the year she was nine. In the same year, José, who was then seven, had gone to school about a month. The boy who was six was considered too young for school. Mr. Gonzales dismissed the idea of schooling for his children—"We are too poor, and we move around to much."

Although this study was made at a season when the migrants had returned to Hidalgo County and when the number of children enrolled in the schools of the area was at its peak, only 488 children, or 58 percent of the 837 who were six to fifteen years of age, had enrolled up to the time of the interview. Of the 161 youth of sixteen and seventeen years, only nine were in school. Eighteen percent of the boys and girls aged six to fifteen and 9 percent of those sixteen and seventeen had never been to school.

Few children began school before they were seven or eight

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years of age, and the schooling of many ended before they were fourteen. In the years they attended, those who migrated entered late, and a great many missed school for work in the fields after enrolling. Some withdrew early. Only two fifths of the enrolled children had attended 120 days of the possible 175 days in the current school year, the minimum required under the compulsory attendance law. About one fifth of the enrolled children attended not more than twelve of the thirty-five weeks in the school year.

Often the fact that the children had enrolled meant little or nothing so far as their education was concerned. They missed so much time that they could not make normal progress. For example, the school record available for Juana Lopez, age thirteen, showed that she began school at the normal age of six, and enrolled in seven school years. During those years she attended 124 days, 96 days, 101 days, 86 days, 78 days, 97 days, and 50 days. In the last year, when she withdrew in December to work in the fields, she was in the fourth grade.

Various responsibilities often kept very young children from school. Manuela Lopez, eight years old, had enrolled in the current year and also in the previous year. The school records showed that she attended 69 days in her first year and 20 days in the current year. In the preceding fall she had enrolled on November 18 when the family returned from migrating but had withdrawn by January 20, to take care of her mother, who was ill. When Mrs. Lopez was better, Manuela went to work instead of returning to school. In the sample work week, Manuela was employed in the field on three days. She earned 30 cents.

Few of the boys and girls who had left school had achieved the rudiments of an elementary education. The school records of the out-of-school youth of fourteen and over showed that more than half had enrolled in fewer than five school years. Since most of them had a language handicap and were frequently absent during the years they enrolled, normal grade progress was impossible. One fourth of the boys and girls fourteen to seventeen years of age were in the first grade when they left school. Fewer than one half had reached the fourth grade.

The crowded homes made it impossible for the children to have proper rest. Nearly a third of the children slept on the floor or ground, sometimes on a mattress, more often on a blanket, a piece of canvas or cardboard. Of those who slept on a bed or mattress, only a few slept alone. Nearly two thirds slept with two or three other persons, in some instances, with four other persons.

The diets of the children consisted principally of pinto or navy beans, rice, potatoes, and tortillas. After infancy, milk was used in small amounts or not at all by most of the children. Of the children two years of age and older, about half drank no milk, and half of those who did take milk used it only in tea and coffee. Whether or not children at work had lunch depended on whether the family had food that could be carried to the fields, and whether they felt they could spare time to eat. Several children reported eating while they worked because so many families were taken to the field that, in order to make "any money," it was necessary to work every minute.

Medical care was beyond the means of most of the families, and illnesses were usually treated with home remedies. One fourth of the children born alive to the mothers in this study had died before they were eighteen; many died without medical attention.

American youth is making a generous contribution to the war effort on the agricultural production front. The responsibility falls upon the community and the nation to protect youth against such child labor conditions as were found in Hidalgo County, now and when peace comes. Constant vigilance and careful planning are called for if all the children in the land are to share equally in their birthright of freedom and opportunity.

New Perspectives in Social Welfare

By EVELINE M. BURNS

WHAT will be the role of the social services in the postwar world? The reply depends in large part on social workers today. Out of firsthand knowledge, this professional group has an urgent responsibility to prove the need for expanding social security and other social service programs. It is time to remove the aura of widows' weeds with which these programs have been shrouded, and to begin to emphasize their essential and constructive function in the complicated economic society of today.

But, in facing this task, it is necessary to look at the social services in a new perspective. We must plan for their extension not only because they are necessary for decent community living and for maintaining the strength and efficiency of the population, but also because they offer much needed avenues of employment.

The most heartening fact to come out of the war is the discovery that Americans can, if they wish, enjoy a national income vastly greater than any one would have believed possible five or ten years ago. We know that if we have the courage and imagination to make full use of all our resources—human, physical, and organizational —we can double the national income of 1932-3 when we allowed millions of workers and millions of dollars in capital and equipment to lie in wasteful idleness. In the final analysis, it is our total national production that will determine the standard of living of the postwar world. Can we be as successful in peace as in war in insuring the full use of all our resources?

Further, it is important to ask: Will this great productive potential, in and of itself, bring about freedom from want and an acceptable standard of living? There are three reasons for a negative reply. First, a policy of full employment will not assure income to those who for any reason are unable to work. Their numbers are surprisingly large. Even today, with the fullest employment the nation has ever known, about 3,500,000 American households depend for all or most of their income on one or more of the social security and allied programs. They are the households of those who are too old to work, too young to work, too sick to work, and a relatively small number of those temporarily unemployed, people who have lost one job and have not yet located another.

Second, there is a very real question as to whether we

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shall succeed in maintaining full employment after the war. One does not have to be a pessimist to be somewhat skeptical of a high measure of success, at least for some time. In the readjustment period, millions of men will be leaving the armed forces. In addition, of the 12,000,000 to 20,000,000 engaged on war production (depending on the classification adopted), some ten million at least will have to be relocated in civilian production. All this will have to be accomplished simultaneously with considerable geographical relocations of industry, in an atmosphere of uncertainty as to the potentialities of new methods of production and without the spur of patriotism, fear of the enemy, or the stimulating presence of government as a major purchaser. Even during the war, when these inducements to speedy absorption of labor were all present, there were long delays for purely technical reasons in the conversion of industry from a peace to a war footing. It is not pessimistic, but merely prudent, to recognize that this vast economic reorganization of the postwar period is likely to be accompanied by a certain amount of unemployment. Nor is it certain that even when the readjustment has been carried through, we can keep employment and business on an even keel. We never were able to do so before the war, and in the postwar period we shall have an added problem in the very fact of our increased productivity. For economists estimate that even if we maintain a postwar income of $130,000,000,000 we shall not require all the workers now employed in manufacturing industries to turn out the volume of goods that will be demanded at that level of income, unless there is a great change in the distribution of income. Other avenues of employment, in construction, service industries, and the social services must be opened up.

Finally, we must recognize that not all of the things essential to decent community living and a healthy and effective population, are bought over the counter. Many important components of well being—schools, hospitals, recreation, civic beauty, for example—are produced because groups of people get together in voluntary agencies or through government, and exercise a joint demand. Without this demand these things will not be produced merely because we have the capacity to produce them.

THESE facts suggest that social planners must assume new responsibilities. They must recognize and get others to see that social security measures are essential, not merely in the interests of the economically insecure individual, but also as a necessary safeguard for the well-being of us all. Despite the many worthwhile plans being made by private enterprise to assure full employment, the possibility remains that they may not be wholly successful. We must have a second line of defense. Only in this way can we avoid a repetition of the tragedy of the early Thirties when a temporary recession of economic activity became a downward spiral. A social security structure which would assure a minimum income to all families would at the same time provide a floor of purchasing power on which businessmen could count. On such a foundation, private enterprise could build towards ever fuller employment. And the beneficiaries, be it noted, would be not merely the economically insecure but all of us, for all have a stake in maintaining a high national income.

Further, the extension of the social services offers new fields of employment. Too much of the planning for public work in the past has been in terms of bricks and mortar. But employment is created just as surely when we plan for nursing services, more adequately staffed schools and hospitals, better child care centers, and the like. Such employment is a more adequate answer to the problem than are many types of construction projects. For the need is not for temporary employment; it is in large part for the permanent placement elsewhere of workers for whom there will be no jobs in postwar industry. Thus, in planning the expansion of their agency's services, social workers can feel that they are contributing directly to the solution of the nation's most challenging problem: how to insure full employment in the postwar period.

But if social planners are to seize the opportunities opened to them by the potentially high national income, they must be willing to accept the responsibilities of leadership. First, they must possess themselves and create in others an awareness of the inadequacies of present arrangements for social security. The facts are not far to seek, but they must be mastered and disseminated. In the National Resources Planning Board's Report on Security, Work and Relief Policies, the facts were spread on the record. That document is based on the assumption that the first step in sound planning is an awareness of what already has been done and of the strengths and weaknesses of existing programs. The Report was concerned not only with the interests of the economically insecure, but also with the economic and financial consequences of various policies and with problems of administration. Unless all these facts are better known, it is idle to talk about extensions of social security. People will not look with favor on proposed changes until they are convinced that what they have already is unsatisfactory.

Second, social planners must familiarize themselves and others with the nature of the proposals for change. At the present time, there are several documents, all of which agree on goals but which differ in emphasis or scope. Every social worker has a responsibility to make up his own mind as to the merit of, for example, the proposals of the National Resources Board's security report, of the Social Security Board, of the Wagner-Murray-Dingall bill, and of the recommendations in the Resources Board Report on Demobilization and Readjustment, many of which are now embodied in bills for ex-servicemen's benefits now before Congress. And having made up his mind he has a responsibility to press for action.

THIS is the time in every community to begin to plan for needed expansion of social services. Many communities already are taking inventories of local needs and resources and seeing how gaps can be filled. The Committee for Economic Development is saying to its members, all of whom are businessmen: "Fix your mind on a $130,000,000,000 national income, and see how many more refrigerators or automobiles or other goods you could expect to sell at that level. Lay your plans accordingly." Here is a technique for those of us who are interested in social planning: Fix your eyes on a national income of $130,000,000,000 and see how many hospitals and health centers, schools and playgrounds, clinics and visiting nurses, we could afford to have. But social workers must not do their planning as a narrow professional group, even though their profession enables them to realize, perhaps more clearly than most, the need for new social services. They must disseminate an awareness of social needs among all other groups in their communities if plans are to be laid

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upon a secure foundation. This kind of community planning has another advantage. It may put life and content into that often misused phrase "local self-government and citizen responsibility." It is a great opportunity to show how nobly democracies can plan, how effectively the plans can be put into effect.

Adapted from a speech given at the New York State Conference of Social Work last November.

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Changing Emphases in Public Welfare

By ANNA A. CASSATT

Supervisor of Staff Development, North Carolina State Board of Charities and Public Welfare

WHEN a public welfare system accepts the concept that its function is to meet social welfare problems as they arise, its program becomes flexible, changing emphasis with the pressures of national crises. Part of this flexibility is to seize the opportunity in periods between emergencies to move slowly and carefully into trouble areas that require a more deliberate and subtle approach than can be afforded under pressure. Today, with the decline in economic need, public welfare agencies have reached one of these breathing spells in respect to public assistance. In spite of staff losses, average case loads per worker have decreased to a point that makes it possible for a caseworker to consider problems less emergent in nature than the immediate prospects of hunger and cold.

The caseworker also faces a change in planning, for the fact that a smaller staff is handling fewer cases means that she must cover a larger geographical territory, and travel greater distances. Nevertheless, she probably still has more time for each case. Heretofore, pressure has forced her to use short cuts in recording and in client contacts. It has also made it necessary for her frequently to work overtime, resulting in occasional lapses in promptness at the office and in a hurried examination of client situations. In other words, pressure in the past has forced the caseworker into a "touch and go" approach to her work. Now is the time to break this pattern and develop a new set of work habits.

However, the present let-down in pressure does not apply to training camp areas, where caseworkers are faced with frequent emergencies of unfamiliar varieties. While these new emergencies often involve financial difficulties this is not always so, as it was in depression days. When they do, the financial problems, too, are different. Nowadays the solution lies less frequently in securing employment than in tiding a family over until payday, or helping a wanderer get back home.

In areas where staff decline has not been accompanied by a decline in work pressure, the problem of how to give the required service becomes more acute than ever because of the time consuming nature of some of the new emergencies. The emphasis for the past several years having been upon establishing eligibility for assistance, the worker has developed skills mainly in budgeting, finance, and verification. She has had little time to devote to family problems of another nature. Now, when war working parents abandon or neglect their children, the caseworker is faced with situations in which she has had little experience. In the light of new problems she must reexamine her method of approach, her skills, agency procedures and policies, the laws, the local resources. When situations are urgent and the staff is inadequate, her task is difficult indeed.

In most areas, however, the lessening of economic need has cut down the public welfare case load appreciably. Much of the decrease has automatically followed the opening up of employment opportunities, but part of it can also be attributed to community pressures. The community, aware of changes in conditions, has switched its interest from getting old folks and children on the assistance rolls to getting people off relief and into jobs. Though by this time most of the people left on the rolls are there because of some kind of permanent disability, there is a constructive side in the community's interest in cutting the rolls still further. The one great advantage is that it throws rehabilitation into the limelight.

Such occurrences as the decreases everywhere in old age assistance loads point up our former shortsightedness in regard to the possibilities in this direction. The aged, who have been snapping up all types of jobs, have been proving right and left how fallible was the caseworker's disregard of old persons as potentials for rehabilitation. And as the caseworker watches her other "unemployables" drop from the rolls she is being treated to a demonstration that rehabilitation is possible in almost all situations where someone is alert to the potentialities.

Other services to the aged, for which there is now more time, include helping them in difficult adjustments. Sometimes old persons must be taught to fit into situations which cannot be changed. In other instances the situations themselves can be adjusted. For instance, many children who otherwise cheerfully care for their parents, fail to recognize the human need of having some spending money for a few pleasures and unforeseen necessities. This represents a job of interpretation for the caseworker. Then there are the arrangements for medical care which must be made in almost every OAA case. Old folks, like everyone else, must be physically comfortable if their morale is to be maintained.

NOW that caseloads have become somewhat stabilized and less time is taken up establishing eligibility, the caseworker can give more of her attention to the many problems that harry public assistance families in all the categories. She can help recipients of aid to dependent children find resources for the treatment of the tonsil, teeth, and eye difficulties, and the childhood diseases and nutritional problems that show up when children enter school. She can provide better services to the blind, deaf, and crippled by initiating cooperative treatment plans with the state bureaus for the handicapped and local service organizations. Able to spend a longer time with her clients, she can learn about the things that are bothering them within their family life, such as the behavior of their children or inability to make a dollar stretch as far as it should.

Behavior problems are indeed coming more and more frequently to the caseworker's attention. Though they often demand a service beyond the caseworker's capacities, she

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at least can make referrals to other resources, such as child guidance clinics, where they exist, or she can plan ways of getting acute cases to places where the proper care is available. When the problem is not acute or other resources are not available, the caseworker can offer the family advice and suggestions. Such procedure may not be the professional ideal, but the fact remains that the schools as well as the parents are leaning more and more heavily on the public welfare worker for aid in helping untangle the intricacies of children's behavior. War pressures on children have so multiplied behavior problems that the assistance worker is being drawn in regardless of her professional qualifications.

There has been a noticeable increase in the call for help in family budgeting, particularly in cases where new-found employment has reduced the assistance to a supplementary grant. Public welfare caseworkers have had long experience in making budgets for families seeking financial aid through the various relief and assistance programs of the past, but the operation has usually been approached as a method of determining eligibility. Now, for the first time, many caseworkers are using budgeting as a means for helping a family plan constructively.

PUBLIC welfare agencies are finding that applications have risen markedly in one area of service—child placement. Strangely enough an increase in illegitimacy and in child neglect has been accompanied by an increase in requests for children by prospective adoptive parents. Studying a potential boarding or adoptive home is an involved and time consuming task requiring specialized training. Some local welfare departments have on their staffs professional child welfare workers whose case loads may be concentrated on child placement by transferring their relief and other service cases to staff members not trained in child welfare. But many agencies do not have specialized workers and the regular staff, trained or not, must handle this problem.

Along with the increase in demand for adoptive homes has come an increased demand for boarding homes for children who need temporary placement. Home finding requires staff time and energy of varying degrees, for some caseworkers are more adept at locating potential boarding homes than others. Naturally, the kind of district to which a caseworker has been assigned has a bearing on this. Then, too, foster homes seem easier to locate in communities where successful placements have been made.

During the past two years, public welfare agencies have been witnessing a precipitous rise in instances of cruelty to and neglect of children. Parents, with war-taut nerves, become exasperated easily and beat their children until neighbors interfere. Other parents, who have war jobs, leave their young children at home alone all day locked in the house. Some children are left to roam the streets until they are brought before the courts for vagrancy. Teen-age girls, no longer interested in teen-age boys, are following army camps. A severe case of whipping reported in a North Carolina county was perpetrated by a father who feared that his adolescent daughter might get into trouble and who did not know of any other way of handling the situation.

Faced with a tremendous rise in cases of juvenile delinquency, child abandonment, cruelty, neglect and runaways, as well as with increased applications for adoption, the Juvenile Courts are swamping public welfare agencies with requests for facts about specific children. Some courts request the agencies to compile social histories while others go to the agencies' records for facts supplementary to their own findings. Because the caseworker now has time to give close attention to such requests, working relations between the courts and the agencies are being well cemented.

Public welfare staffs are also spending more time than formerly in issuing work certificates to teen-age children. Local agencies are coping with this problem in various ways. In some places, the county administrator issues all work permits, in others the service is performed by the caseworkers. A few agencies have appointed a member of the clerical staff, versed in a knowledge of the child labor laws, to issue work permits in cases where no problem other than establishing age is apparent.

Training the worker on the job to do the job has become a necessity. The drain on public welfare staffs by war service agencies has made it necessary to bring in untrained, inexperienced replacements. Erstwhile school teachers, nurses, or college students, now married and with families, join the agency's staff with their mental suitcases packed full of ideas about the agency's policies, its practices, red tape, how people ought to live, and family life. They also have their ideas about trained social workers. Their first bit of experience as social workers has potentialities of disaster for both themselves and the agency. They must learn on the job about human attitudes and behavior, clerical routine, presenting cases to local boards, what to say to a rejected applicant, and all the other intricacies of the public welfare worker's responsibilities. In-service training has become an urgent necessity to the agency's continued operation.

AGENCY statistics are sure evidence of the change in public welfare emphasis. At the North Carolina State Board of Charities and Public Welfare, figures covering the five quarters ending June 30, 1943 show an increase of approximately 50 percent in the amount of staff time spent in serving persons other than assistance recipients. They also show that while the number of old age assistance cases and applications decreased, the time spent on the OAA case load increased. These time studies verify the change in emphasis of service from the financial to the health, morale, family relationship and situational aspects of people's problems.

The time given to aid to dependent children and aid to the blind cases also increased, although the size of the case loads diminished. Time spent on general relief and assistance cases decreased in this period, but the number of cases declined to a greater extent. The relief case load experienced a 22 percent drop during the period, while the time given to service relief families showed a decrease of only 14 percent. Therefore, service to individual relief and assistance cases actually increased during the period.

Thus, the events of the war period are proving that a public welfare program can be flexible and adjust to the exigencies of the times. The emphasis now is more and more upon health services, upon meeting emergencies in the area of family relationships, upon giving war emergency service in cooperation with the war service agencies. There is also a definite trend toward attempting to create an earning capacity within families once considered unemployable and therefore permanently dependent. All this indicates that public welfare is at last beginning to act on the realization that the word "welfare" is a much broader term than "relief" or "assistance."

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PALO ALTO PUBLIC LIBRARY READING ROOM

Here in Washington . . . By Rilla Schroeder

AS a Christmas gift for servicemen the Senate, the week before the holiday, passed and sent to the House a measure calling for mustering out pay ranging from $200 to $500.

The gift is generous. Not so generous, however, as individual members of Congress would have liked to have seen it. Representative Brooks of Louisiana, for example, has a bill in the House setting a top of $1,900 and Lemke of North Dakota is author of a measure giving veterans their regular pay up to twelve months after discharge. Mr. Lemke, in fact, is disgusted with the Senate bill. "The administration labored," he said "and brought forth a mouse."

The Senate bill would give $500 to each service man or woman up to and including colonels, who have served eighteen months or more overseas since Pearl Harbor. For those whose overseas service had been from twelve to eighteen months, there would be $400. Any overseas service less than twelve months would entitle the veteran to $300.

Pay for post-Pearl Harbor service in this country would be $300 for those serving twelve months or more, and $200 for everyone else.

The bill, according to Senator McFarland of Arizona, does not preclude later consideration of a bonus.

On introducing the measure, Senator Wagner said that it would be impossible at this point to say definitely just what the total cost would be. However, he declared, it would not be more than the cost of running the war for two weeks during the past year.

Senator Wagner emphasized that the bill is not a substitute for his over-all social security measure, S.1161, upon which he will continue to demand action.

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SENATORS WAGNER, GEORGE, AND CLARK are co-sponsors of a bill (S. 1545) translating into legislation recommendations of the President's message on social security for servicemen. The bill is in the form of amendments to the Social Security Act and covers only two of the President's three suggestions. Mustering out pay, the first, is provided in another measure.

Under the provisions of the Wagner-George-Clark bill, each member of the armed forces would be given credit under the old age and survivors' insurance at the rate of $160 per month for each month of duty after September 16, 1940. Servicemen receiving credit under the Railroad Retirement Act or the Civil Service Retirement Act would not be eligible. If the serviceman dies before the bill is passed, his old age and survivors' benefits would be computed to include the provision of the bill.

The second provision of the bill creates a new title to the Social Security Act, to make available unemployment allowances for former members of the armed forces. Every honorably discharged serviceman, under this title, would be eligible for unemployment allowances for each week of unemployment up to 52, occurring within fifteen months after demobilization. He would not receive this allowance while receiving mustering out pay or servicemen's educational allowance. (S. 1509).

The amount of the weekly allowance would be: single person $15, plus $5 for one dependent, $7.50 for two, and $10 for three or more, less whatever wages were earned in excess of $3 during that week.

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THERE IS NOT AND NEVER HAS BEEN any plan for the "drafting" of nurses. Even the proposal for the voluntary registration of nurses in February is being reconsidered. Not that nurses are not needed. They are, desperately, but the War Department believes they can be secured through accustomed channels.

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THE 100 PERCENT INCREASE IN THE social security tax, scheduled for January 1, has been postponed until 1945.

Actually the "freeze" is a part of the tax bill not yet voted by the Senate. In light of the near approach of the January deadline, however, both House and Senate, the middle of last month, passed a measure freezing the tax until March 1. To quote a member of the Senate Finance Committee, "We gave ourselves sixty days to get the tax bill out."

The opposition was led, as in past years, by Senator Vandenberg of Michigan. Earlier the Senator had indicated he was considering changing his position, but in the end he declared himself unable to support the increase.

During the hearings Arthur J. Altmeyer, chairman of the Social Security Board, warned Congress that if it continued to maintain the present rate, government subsidy of benefits will be necessary. He pointed out that the high level of receipts taken in during the past year should not be considered as a gain since an increase in receipts means that a larger number of persons are eligible for benefits under the insurance programs.

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ON THE THEORY THAT ONLY CONGRESS can reform Congress, the Maloney-Monroney resolution (H. Con. Res. 54) proposes a twelve-man joint committee to investigate congressional procedures with the view to bringing them up to date. This makes more sense than an attempt to tell Congress offhand how to mend its ways.

The resolution has been referred to the House Committee on Rules, and Representative Monroney has been promised that his measure will have a hearing after the first of the year.

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ALL GOVERNMENTAL ACTIVITIES IN BEhalf of veterans would be consolidated in the Veterans Administration if S. 1566, introduced by Senator Wiley of Wisconsin, received favorable congressional action.

The bill does not propose to abolish all veterans agencies but the agencies would be left with very little to do if it became law. For example, the Veterans Administration is given authority to create a special veterans employment service, if such action is deemed necessary to find jobs for discharged servicemen and women. The U. S. Employment Service has, of course, a veterans employment division which has been functioning for ten years.

The bill has gone to the Senate Finance Committee and is due for a hearing. This has been promised to Senator Wiley. He has the support of various veterans groups, including the American Legion which, in its recent convention, went on record in favor of such a move.

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A BILL TO AMEND THE SOCIAL SECURITY Act, lowering from sixty-five to fifty-eight the age at which women may retire and become eligible for benefits, has been introduced in the House by Representative Kennedy of New York. Mr. Kennedy says the measure was inspired by fears that war work would have a serious effect upon feminine physical welfare and earning capacity.

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The Common Welfare

Job Equality

THE fight of the President's Fair Employment Practice Committee to establish racial equality in employment entered a new phase last month with the refusal of sixteen southern railroads to comply with the FEPC order to abandon their discriminatory practices in the employment of Negroes. In a joint statement, the roads intimated that they would carry the issue to the Supreme Court of the United States.

The FEPC order followed a four-day hearing in September, in which the testimony showed that the roads are restricting the employment of Negroes and barring their promotion solely on the basis of race (see "Green Light for the FEPC," *Survey Graphic,* December 1943).

Seven railroad unions also were directed by the FEPC to "cease and desist" from discriminating against Negroes. It is expected that they will file a reply paralleling that of the carriers.

Since the FEPC was created by executive order, not by statute, it has no means of enforcing the directives. The War Labor Board was similarly impotent until the passage of the War Labor Disputes Act, last summer, provided sanctions. A bill to make the FEPC a statutory body was introduced in Congress by Representative Vito Marcantonio of New York, but no action was taken before the Christmas recess. At this writing, President Roosevelt has not attempted to apply executive sanctions to enforce the FEPC directive.

To the contention of the carriers that for them to comply with the order would "irreparably impair the whole war effort of the country," Malcolm Ross, FEPC chairman, replied:

> The FEPC is an American committee, trying to help fight an American war. Its duty is to prevent discriminations against any worker, whatever his or her race, creed, or nationality, who would be an acceptable war worker were it not for preconceived prejudice. We may not be able to wipe out discrimination overnight, but where war manpower needs are at stake we can and shall try.

The Railroad Strike

BY the time this issue of *Survey Midmonthly* is off the press, the railroad wage controversy will have been settled—by agreement, or by the government's taking over of the roads. In wartime, a strike paralyzing the nation's major transportation system is unthinkable.

There is irony in the fact that the most serious labor trouble since Pearl Harbor should have arisen on the railroads, the one American industry having mature industrial relations, long tested experience in collective bargaining and agreement between employer and employe, the established habit of settling differences around the table rather than by force, accepted procedures and precedent for negotiation and contract. How, then, did the crisis arise?

The story is long and complex (see "Trouble on the Railroads," *Survey Graphic,* December 1943). Some of the salient points seem worth comment here. The need for their wide discussion and understanding will remain, though the situation will have moved into an entirely new stage before this is printed.

The railroad employes have been trying for more than a year to correct what seemed to them a hardship: an increasing disparity between their earnings and those of workers of comparable skill in war industry, notably in aircraft plants and shipyards. In September 1942 they submitted their demand to the orderly unhurried procedures established by the Railway Labor Act. In the many months that have elapsed, they feel they have been given a "run around," and these are some of the developments that have frustrated and angered them:

The wage increase finally awarded in May 1943 by an emergency board to the non-operating employes was thrown out by Stabilization Director Vinson, and so was the subsequent agreement between carriers and men embodying the same increase. The board in the operating employes' case based its findings, not on testimony but on the decision of the stabilization director. The country was given to understand by Mr. Vinson that the wage increase for the non-operating employes was inflationary, though he himself had approved an increase—figured on a sliding scale instead of a flat rate—which worked out to practically the same total. (It was unsatisfactory to the men because it would dislocate the wage structure of the industry). Just before Christmas, Congress recessed without taking action on the Truman resolution, adopted by the Senate, which would have given the "non-ops" the additional 8 cents an hour, awarded by the board, agreed to by carriers and men, and now the basis of President Roosevelt's effort to achieve a "Christmas present" settlement of the strike threat.

In the long months of the settled and unsettled and resettled and reopened controversy, the railroads have enjoyed their peak period of earnings and of profits. Due to the 40-hour week (the railroads have a basic 48-hour week), railway workers have seen a widening gap between their own wages and the "take home" of other workers. Further, the success of the John L. Lewis technique has led this conservative labor group to question the value of orderly industrial relations and to feel that after all there is much to be said for strong-arm methods, even in wartime. "Lewis gets something—we get a run around."

Finally, there is the lack of a federal labor policy. The trouble on the railroads makes clear once more the high cost and the danger of depending on opportunism where sound, consistent policy is required.

Death in India

WHILE disease follows famine in striking down thousands upon thousands of persons in the province of Bengal, India, the numbers of dead have risen to such proportions that the figures no longer convey any sense of reality. In America as we read of the Hundred Neediest Cases in our hometowns, our hearts are touched by human suffering. Then as we turn the pages of the newspaper our attention is caught by a half column item telling of 1,000 deaths from cholera in one week in Jessore, of 50,000 deaths from malaria in three months in Faridpur, of 560 malaria deaths a week in Calcutta (as against a yearly

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average of 650 for the last five years)—all in addition to the deaths from starvation which, though they have decreased recently (having "dropped" to thirty a day in Calcutta) have so far reached a total of over 1,000,000 throughout the province. Such figures are not easily translatable into men, women, and children, who once had the same potentialities for human enjoyment, contemplation, love, friendship, suffering and despair as we, who hold the newspaper in our hands. When a few persons die or suffer undue hardship we can grieve; when 1,000,000 die within the space of a few months we can only be appalled.

Figures, of course, in the past have never been a barrier to human generosity when catastrophes have occurred in no matter what part of the world. It may be that the endless accounts in recent years of widespread suffering have reached the point of diminishing returns in stirring up sympathetic response. Else why do so many of us turn the page bearing the India story, with a slight shrug, saying: "It's all a part of the war"; "It's not our responsibility, Britain should do something"; or, "Well, what's UNRRA for?"

In the meantime, political complications and the pressure of war problems have produced a situation in which what is everybody's business is nobody's business among the nations and organizations that might be expected to see that food and medical supplies are sent into Bengal. Fortunately, the rice paddies will be ready for harvest this month. These crops, at least, will feed the hungry—that is, if the harvest is not thwarted by the scarcity of able-bodied men.

Senate Studies Delinquency

CONGRESSIONAL cognizance of the rising popular concern over juvenile delinquency took form last month in public hearings held by a Senate Subcommittee on Wartime Health and Education. Experts called to testify by the chairman, Senator Claude Pepper of Florida, came from all sections of the country and were well representative of agencies touching many different aspects of the delinquency problem. Included among them were Katharine F. Lenroot, chief of the U. S. Children's Bureau; Dr. William Healy of the Judge Baker Guidance Center, Boston; Judge Paul William Alexander, president of the Juvenile Court Judges of America; Mark McCloskey, director of the Office of Community War Services; Charles J. Hahn, Jr., secretary of the National Sheriffs Association; Michael F. Morrissy, president of the International Association of Chiefs of Police; Donald Deschane of the National Education Association; Father Flanagan, director of Boys Town, Nebr.; David Armstrong, director of the Boys Clubs of America, Inc. Their testimony brought forth evidence about the present extent of the problem and the wartime influences making for its increase, and many recommendations aimed at its prevention and control. Through much of the testimony ran four common threads: the desirability of federal aid and direction through subsidies, service, and supervision; the importance of coordinating services at all levels—federal, state, and local; the need for trained personnel among police officers as well as social workers; the practical necessity of giving War Production Board priorities for plant and equipment to schools, recreation, child care, and other service agencies.

As its next step, the committee plans to hold hearings on the ground in selected war impact communities, with the first taking place in Pascagoula, Miss., as this issue goes to press. For such conclusions, recommendations, or legislative proposals as the committee may make, there awaits an eager audience among the many social agencies and planning committees that are today trying to find practical answers to the questions "What to do, and how to do it."

To Thwart a Crippler

JANUARY has been anti-infantile paralysis month in the United States ever since the first birthday balls in honor of President Roosevelt were organized back in 1933. This year is to be no exception to the now well-established tradition. The National Foundation for Infantile Paralysis will begin a March of Dimes drive on the fourteenth of the month, carrying it through to culmination in celebrations of the President's birthday on January 31.

The importance of intensifying the fight against poliomyelitis, a crippler that manifests a vicious preference for children, was underlined by last year's epidemic. Beginning in early summer, by late fall it had struck a total of some 12,000 victims and had developed into the third largest epidemic in the recorded history of the disease in this country. According to Basil O'Connor, president of the foundation, there is no reason to believe that a similar epidemic will not occur in the infantile paralysis season of 1944, for wartime crowding and mass movements of people produce all the conditions favorable to a spread of the disease. Therefore, it seems more important than ever for the foundation's fund raising campaign to meet with success. Half the money raised will remain in the localities where it is collected and will provide treatment for local paralysis victims. The other half will be used by the foundation for programs of research, epidemic aid, and education.

And So On

TRAVELING mothers who must change trains in Washington, D. C., can find respite from the strains of mobile child care in a between-the-trains nursery which has been set up by the District of Columbia in the Old Capitol Hotel, close to the Union Station. The project, which can accommodate ten children at a time, is financed by Lanham act funds. • • Of the $732,505 recently raised by the United Nations Relief Wing of the New York City Committee of the National War Fund, at least $11,500 was donated by persons whose origin was in countries now at war with the United States. Japanese residing in the city contributed more than $3,500 to the fund; Bulgarians, $5,000; Hungarians, $3,000. • • New York City's necessarily continuous drive against questionable "charities" resulted last month in action to dissolve the Federation of Crippled and Disabled, Inc. (not to be confused with the respectable Institute for Crippled and Disabled). According to the attorney general, the federation's activities consist almost exclusively in fund raising. Of the one hundred persons employed in its "rehabilitation program," approximately eighty are engaged in putting into envelopes letters "which constantly remind them of their physical defects and . . . literally beg for money from the public." Last year the federation raised $135,000.

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The Social Front

The Public's Health

INFLUENZA was the public health menace of the month as 1943 came to a close. With one out of every ten persons away from work in some areas, it was fortunate for them and for the nation as a whole that the epidemic was not of a virulent type. The mild attacks kept the victims at home on an average of five days, but this was enough to disrupt school programs, war work, and Christmas rush department store service. The wave of illness hit almost every section of the country from New York City to Seattle, Wash., where a state of emergency was declared. It even crossed the border into Canada, keeping 20 percent of the school children of Vancouver, B. C., at home.

In Washington, D. C., government departments were temporarily thinned out when hundreds of civil service workers failed to show up for work. Altogether there were some 150,000 cases of respiratory illness in the nation's capital. In Buffalo, N. Y., the Bell Aircraft Corporation experienced a 150 percent increase in absenteeism within three days. In New York City, 437 members of the police force of 18,000 were on sick leave at the same time as were 8½ percent of the fire department personnel. Absenteeism in the New York schools was 20 percent among the pupils and 8 percent among the teachers. Several communities in neighboring New Jersey closed their schools at least two weeks before the holidays. A 3½ percent drop in New York rapid transit receipts during one week indicated the inroads of the illness on the general public. Official recognition of the nationwide epidemic was taken by the War Production Board which allowed emergency allotments of alcohol to be granted to pharmaceutical manufacturers for the production of medicines used in influenza treatment.

Malaria— Because they took no precautions for six weeks against malarial infection in the New Guinea jungles, fifty American soldiers were recently awarded the Legion of Merit. The men, all privates, had volunteered to act as guinea pigs in an experiment intended to test the effectiveness of preventive measures being taken by the army against a disease which has been the cause of no small proportion of the casualties of this war. The undisclosed number of the volunteers who contracted the disease received prompt treatment, according to the War Department announcement, but only after they had been stricken. During the same period two other groups of soldiers participated in other malaria tests. One group was treated preventively with atabrine and the other with a drug whose efficacy was not known.

Public health authorities in this country are becoming concerned over the possibility of the introduction of new strains of malaria into this country by military men returning from the war zones. In an article in a recent issue of *California's Health,* bulletin of the California State Department of Health, Dr. Stanley Freeborn of the U. S. Public Health Service discusses the difficulties that would adhere to any attempt to detect and keep under surveillance all the men who will be malaria carriers when they return from the war. As a counter proposal he calls attention to a suggestion to guard the public health against the danger of a widespread malaria epidemic in this country by immediate action to eradicate endemic malaria where it exists here. This would be accomplished through an all out attack on the anapholine mosquito, without which the disease cannot be carried from one person to another. To counter charges that the suggestion is visionary, the article points to the fact that in 1880 malaria was endemic in the entire United States, except the tip of New England, the crest of the Appalachians, and the semi-arid parts of the Far West. It is now considered to be endemic in only the southeastern states. Already the U. S. Public Health Service is taking steps in this proposed direction by reversing the emphasis of its Malaria Control in War Areas Program from protection of military forces from malaria incident to the areas in which they are quartered, to protection of the civilians from military malaria carriers. This is done through concentrated anti-anapholine programs around army hospitals and in areas where explosive epidemics have been innocently set off by a furloughed or discharged serviceman.

Blood Wanted— The army and navy's 1944 quota for civilian blood is 5,000,000 pints, an increase of 25 percent over the quota for 1943. As in the past three years, the blood will be collected from voluntary donors and processed into plasma and serum albumen by the American Red Cross, which now operates thirty-three blood donation centers and sixty-two mobile units in various parts of the country. Last year's quota of 4,000,000 pints was reached a month ahead of time, but donations were necessarily slowed up by appointment cancellations during the December flu epidemic. This month the Red Cross will open two new blood donation centers, one in Dallas and the other in Fort Worth, Tex.

Birth Control News—"Family Security, a Basis for World Security," is to be the theme of the annual meeting of the Planned Parenthood Federation of America scheduled to be held in New York from the 25th to the 27th of this month. For details inquire of the federation, 501 Madison Avenue, New York 22. . . . A new member of the Planned Parenthood Federation is in the process of organization in Springfield, Mo. According to the *Springfield Leader and Press,* the organization is especially concerned with service to wives of servicemen. . . . The Maternal Health Association of Ohio recently changed its name to the Planned Parenthood League. . . . According to a pamphlet, "The Conservation of Intelligence," by Dr. Theodore R. Robie, 650 babies were born in one year to the 1,000 patients on the waiting list of an institution for the feebleminded in Mansfield, Mass. Massachusetts and Connecticut are the only states in the union in which the dissemination of birth control information is illegal.

Public Aid

STATISTICS for 1943 in the resources division of the Westchester County (N. Y.) Department of Public Welfare show that the flow of funds within a public assistance program need not be entirely in an outgoing direction. In the first eleven months of the year the department spent some $2,000,000 on various forms of relief, but took in nearly $99,000 in repayment from former clients, their relatives or estates.

Nearly half the money, $42,400, came from the insurance of old age assistance recipients. This was a result of an "eligibility" requirement that all persons receiving OAA—as well as some of the chronically ill in other categories—assign their insurance to the department.

About a quarter of the receipts, $25,600, came from "clients, war allotments, survivors' insurance, and responsible relatives." For the most part, these funds were in payment—sometimes voluntarily, sometimes by court order—for children receiving foster home care. In this connection the department noted a strange change in attitude on the part of fathers who had gone off to the wars.

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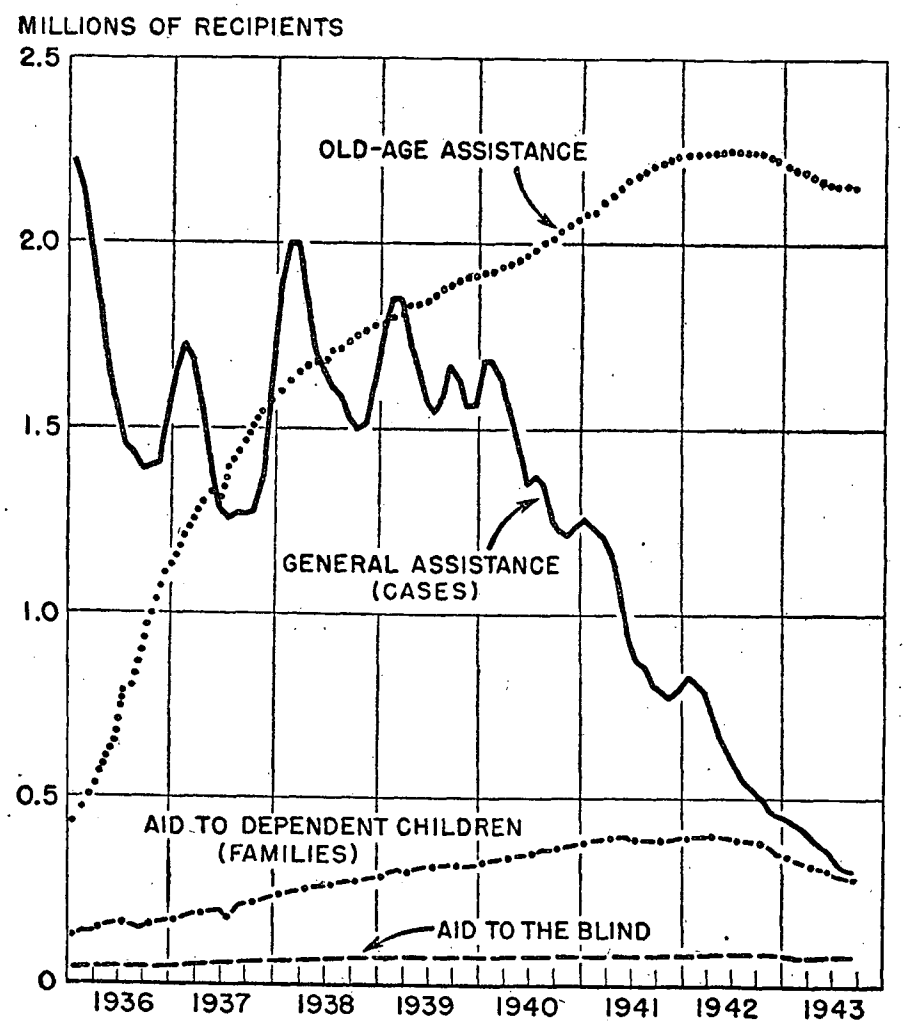
Many of them, who when civilians were reluctant to contribute to their children's support, willingly made allotments from their soldier's pay for their children's care—though a few specified that not a penny was to go to the "Mrs."

Estates of deceased recipients or their legally responsible relatives accounted for a smaller fraction of the collections, slightly more than $7,000. The department found this money by clearing against its files all estates being probated in the Surrogates Court. Claims were made against those identified as having been left by former recipients or their legally responsible relatives, except in instances where the estates represented the chief means of support of a widow or a minor child.

The sale of property of deceased old age assistance recipients brought the department over $8,000. New York State law requires local public welfare commissioners to take a bond and mortgage on the real property of every OAA recipient who owns any real estate. The recipient or his spouse retain the use of the property during their lifetime, but when they are gone the property is disposed of by the welfare department in order to realize some repayment for the relief given. "That this sum is so small," says Helen C. Young, director of Westchester's division of old age assistance, "gives simple testimony to the rather humble homes owned by old age assistance recipients, homes which usually carry a first mortgage beyond the second one which ours becomes."

A sixth category included in the recovery statistics, a "burial and suspense account," amounting to some $8,000, consists of money taken in past years and disbursed for funerals in 1943. It is counted in with the recovered funds because it represents a savings to the department in burial expenses.



TRENDS IN PUBLIC ASSISTANCE

The dramatic effects of the defense emergency on the general relief rolls become immediately apparent, with a glance at this chart from a recent issue of the *Social Security Bulletin*, monthly periodical published by the Social Security Board. Taking the numbers of recipients of public assistance in the continental United States from 1936-1943, the chart shows graphically how general assistance has in the past fluctuated with the seasons as well as with changes in general economic conditions, while the case loads of the other categories have risen steadily until coming to a levelling off period in 1941 and 1942. It also shows how wartime employment has made inroads even on the case loads of those types of assistance generally considered as being composed of unemployables.

Rehabilitation— In Pittsburgh, "the old, the lame, and the halt" are taking intelligence and aptitude tests with the view of finding a niche for themselves in the employment picture, according to an article, "Relief's New Job," recently published in the *Bulletin-Index*, local weekly newsmagazine. The tests are given by a mobile training unit set up by the Pennsylvania State Department of Assistance and the State Department of Instruction. About one in ten of the participants, most of whom are drawn from the assistance rolls, do well enough on the tests to qualify for admission to a War Training Program course. Others are fitted into jobs immediately because of newly discovered abilities they had never before realized.

During the past year, the Pennsylvania Department of Public Assistance has exerted special efforts toward getting as many persons as possible off its general assistance rolls into jobs. The "campaign" began a year ago when local boards sent notices to every seemingly employable relief recipient between the ages of eighteen and forty-four telling them that their relief would be stopped at the end of thirty days. Those who could not find work within that time were granted appeals by special local panels composed of labor leaders, businessmen, lawyers and executives of the local assistance boards. At the same time, restrictions on the use of state money by the assistance boards were somewhat eased, allowing funds to be used for rehabilitative efforts as well as living expenses. Last month, the department reported the lowest case load in its history. On the sixth of the month the combined rolls, including all the categories, came to 153,659, of which 24,366 were general assistance cases. A year ago, the department announced that general assistance cases had reached an "all-time low" of 39,000.

Home Relief— All but 93 persons on New York City's home relief load at the beginning of last month were classified as "unemployable," according to figures from the city department of welfare. Among the 70,000 relief recipients, 18,000 are physically or mentally handicapped; 8,300 are temporarily unemployable because of illness; 11,000 are women with children to care for; 2,500 are persons receiving supplementary relief because of inadequate earnings; 1,800 are young persons over sixteen who are still in school (relief is granted them because of their "good school records and scholastic promise"). The remaining 28,400 are school-age and pre-school children.

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During the year between November 1942 and November 1943, the number of home relief recipients in the city was cut in half, while the case load dropped from 57,359 to 34,822. The cost of relief for the fiscal year, 1943-44, has been estimated at $21,000,000 in comparison to the $42,000,000 spent the preceding year. The mayor, however, has announced approval of plans for an increase of assistance grants in all categories to cope with increased living costs. The increase will add $3,926,316 to the yearly public assistance budget, representing an average of $20.97 more a year for each adult on the rolls. During 1943 the average monthly home relief grant per case was $46.30, excluding medical care.

Ratios—More than one fifth of all the persons in this country sixty-five years of age or over were receiving old age assistance grants last July, according to the *Social Security Bulletin*, published by the Social Security Board. During the same month, aid to dependent children reached 18 out of every 1,000 children in the country, while 59 out of every 100,000 persons received aid to the blind. Comparable figures are not available for the ratio of general assistance to the total population, as only thirty-eight states report to the board on this type of aid. However, among the total population of the reporting states, 520 out of 100,000 persons were receiving general relief. It is assumed that the ratio of general relief to the total population of the country is somewhat lower, as the states which do not report on general relief have comparatively small relief loads. Among the reporting states, New York had by far the largest proportion of its population on general relief—over 1,000 per 100,000, while Mississippi came at the bottom of this list with only 49.

Concerning Children

LOOKING forward to action in the coming February session of the Michigan legislature, Governor Kelly's Youth Guidance Legislative Committee last month presented proposals for a statewide delinquency prevention program to committees of both houses. The plan provides for a basic overhauling of present child welfare, child care, and Juvenile Court policies; close cooperation of the schools, courts, and social agencies; the training of teachers to identify maladjusted children. It also stresses the importance of using trained health and social workers in any anti-delinquency program. The committee had previously recommended that licensing for day nurseries be made mandatory, regardless of the number of hours service given per day.

Part of the background for these proposals came from a questionnaire distributed to 2,000 local Michigan officials, including probate court judges, prosecuting attorneys, school superintendents, and sheriffs. The questions were concerned with the ages of delinquent children, relation of the war to the delinquency situation, local facilities and leadership available, measures now under way. There was also a space for remarks as to the cause and cure of delinquency. The answer listed "family breakdown" as the prime cause of delinquency. A frequent complaint was, "We have no effective machinery to deal with parents of delinquent children."

For Negro Children—Sixty people met in Washington last month in a two-day conference to review the U. S. Children's Bureau services to Negro children, and to make recommendations for further action by the bureau and the agencies associated with it. Coming from eighteen states, members of the conference included doctors, nurses, child welfare workers, ministers, educators, law enforcement officials, and members of civic organizations. Included among seventeen recommendations were requests that tuberculosis and venereal disease statistics be broken down by race; that the bureau "explore the mental hygiene implications for children, both of majority and minority groups, in areas of racial tension"; and that it prepare a manual "which would interpret the subject of racial attitudes and relationships among minority groups."

Sex Behavior—An appeal for the "upholding of highest standards of sex behavior" was recently issued by the Federal Council of Churches of Christ in America, representing twenty-five national denominations with a combined membership of 26,000,000. Deprecating the wide prevalence of the "last fling" philosophy, the statement urges the home, the church, and the school "to see to it that children and young people receive sound sex instruction and character training." Parents and communities are asked to give special attention and guidance to those among the 'teen age girls who are in danger of entering into promiscuous ways or drifting into prostitution. "Understanding of family relationships, loyalty to family ties, and the religious significance of family life" are stressed as the firm foundation to offset current disintegrating influences.

Especially designed for widespread use by parents is a sixteen-page pamphlet "When Children Ask About Sex," recently published by the Child Study Association of America, 221 West 57 Street, New York 19. Price 20 cents. Prepared by the technical staff of the association, the pamphlet is not intended to be a "solution" of the problem of sex curiosity, but to present "some helpful suggestions in talking over with a child in a friendly manner some of the questions that come to his mind." Some of the issues considered are: at what age the child should be told about sex; how to answer his earliest questions; when and how to tell about the father's role; the approach to children who never ask questions; whether it is better for the father or mother to tell a boy about sex matters. The final page carries a selected bibliography for children and young people, and for parents and teachers.

Adolescent Responsibility — An increase of nervousness, restlessness, and strain, in both children and adolescents, "with juvenile delinquency the natural outgrowth" is noted in the annual report of Goodrich Social Settlement, Cleveland, Ohio. As a means of building up a sense of responsibility in the fifteen and sixteen-year-olds, the settlement recommends "the small club with a good leader, used as a settlement tool for more than sixty years." The report maintains that more intensive but informal work with individual members is now necessary, requiring added time, and putting more responsibility on the staff.

At the State Level—A survey, made jointly by the American Public Welfare Association and the Council of State Governments and reported in the November issue of *State Government*, shows that many state welfare departments have already played an important role in statewide planning for delinquency prevention. Alabama began to collect delinquency data long before Pearl Harbor; California has cooperated with the supervisor of probation in a statewide survey; New York has held special hearings in several war-impact communities (see *Survey Midmonthly*, December, 1943, page 341); New Jersey has gathered data through a special juvenile delinquency commission; Missouri, Rhode Island, Utah, Florida, have worked out procedures for assembling material from local sources and field reports. State leadership to communities through the extension of child welfare services has been provided in Indiana, Colorado, Tennessee, and a number of other states. Utah and Louisiana have both reported plans to provide casework services to Juvenile Courts.

Pamphlets on Children— A companion piece to the U. S. Children's Bureau's "Controlling Juvenile Delinquency" (see *Survey Midmonthly*, November, 1943, page 312), is a recently issued pamphlet, "Understanding Juvenile Delinquency." Designed primarily for parents and other laymen concerned with growing delin-

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quency problems, this 52-page booklet is divided into two sections: "causes" and "treatment." The first discusses conditions in the family, schools, the neighborhoods, in rural districts, and in special war created situations, that tend to foster delinquent behavior. The second reviews the contributions that can be made toward prevention by the family, schools, churches, recreation agencies, child guidance clinics, the social services, the police, and over-all community organization. Price 10 cents from the superintendent of documents, Washington, D. C.; less in quantity.

Also published by the U. S. Children's Bureau is a pamphlet entitled "The Selection and Training of Volunteers in Child Care," prepared in cooperation with the Office of Civilian Defense. It covers the selection of persons suitable for training, the planning of a basic course in child development, placement and in-service training. An appendix includes a bibliography on child care, references for workers with older children and adolescents, a list of films for use in training classes, a self analysis sheet for volunteers and lecturers. The back cover contains a sample registration blank for use in organizing a class. Price 10 cents from the superintendent of documents, Washington, D. C.

From the National Society for Crippled Children, Elyria, Ohio, comes a clearly written and well illustrated pamphlet on children with cerebral palsy, "The Farthest Corner." In 1940, state registers of crippled children included a total of 29,576 children under twenty-one afflicted with cerebral palsy. The pamphlet gives data about the intelligence of these children, their response to and need for treatment, and suggests the development of an adequate service program within the framework of already existent federal-state programs for crippled children.

City Planning

THE growing appreciation of the role that large scale operations and over-all city planning must play in postwar urban redevelopment is indicated by increasing discussions in a wide variety of publications. "Planned Neighborhoods for 194X," a special issue of the *Architectural Forum,* comes to grips with the fact that the shifting of the focus of planning from isolated buildings to integrated groups presents a new kind of problem involving the community as a whole. . . . "Why City Planning is Your Responsibility," a provocative pamphlet as simple and direct as the title implies, published by the Revere Copper and Brass Company, 230 Park Avenue, New York 17, has been widely commended by civic organizations. . . . In "Administration and Urban Planning," published by Cooper Union, Astor Place, New York 3, Edwin S. Burdell, director, reviews critically six significant planning publications of 1942. . . . A list of almost 100 official planning and postwar planning state organizations may be had from American Society of Planning Officials, 1313 East 60 Street, Chicago 37; price $1.

Postwar Preferential Poll—The Miami City Planning Board recently conducted a newspaper poll to determine public preferential rating of postwar projects, according to information from the American Public Works Association. Sunday editions of two papers carried a ballot listing fifteen projects in alphabetical order, accompanied by illustrations, drawings, and related reading matter. The public was invited to number the projects in order of preference, and mail the ballot to the planning office for tabulation. Largest number of votes was cast for sewage disposal and sewer extension. A new railroad terminal, slum clearance and redevelopment, hospital improvements, waterworks supply source and extensions followed in that order.

Planners Beware—Dangers of "piecemeal" community planning are underscored in a recent article in *Fortune* magazine: "City Planning! Battle of the Approach." Says the article: "Genuine competence in city planning involves an extraordinarily wide field both of knowledge and skills. In addition to technical training in architecture, engineering, landscaping and related professions, it requires also familiarity with sociology, finance, law, politics, public relations—and a philosopher's understanding. Thus, the first task of any urban community desirous of making an all-out attack on its problems is one of staff organization for the strategy and tactics of planning." If such an over-all approach is lacking, unfortunate results can be seen "in things built in the wrong places, improvement in one area that backfires in another area, projects that aggravate already severe traffic congestion."

The article also makes the point that for full effectiveness, city planning "must be based on public control of the use of urban land—only a few cities are actually in a position to undertake this sort of planning. None is as yet fully equipped with legal powers to carry it out—yet there are many, not only planners, but businessmen, engineers, economists, and other students of public affairs, who believe that the situation can be taken in hand and ultimately a solution achieved."

Louisville City Plan—Armed with a two-year minimum budget of $100,000, the Louisville, Ky., Area Development Association is moving toward an over-all community planning effort, according to the American Society of Planning Officials. One fourth of this budget will be met by city and county governments, the remainder by local newspapers, banks, utilities, the American Federation of Labor, and radio stations. Committees on industrial conversion, transportation, public works, and other subjects will be coordinated in a plan designed to deal with all aspects of the community's future development. The Louisville Association was organized after a survey of the postwar planning situation in several cities and, while unique in many respects, it is believed to embrace the best points of the cities studied.

Housing

THE Metropolitan Life Insurance Company has won the first skirmish in the battle over the proposed Stuyvesant Town to cover eighteen blocks in New York City. (See *Survey Midmonthly,* June, page 187, and October 1943, page 278.) On December 2, by a vote of 4 to 2 the New York Court of Appeals confirmed the validity of the law under which the project is made possible and declared the clearing and redevelopment of the area in question a public purpose. The plaintiff (a group of property owners in the area), contended that approval of the proposed development is unconstitutional in granting the benefits of the power of eminent domain to a private corporation. Several civic agencies, appearing as *amici curiae,* protested against the project as it contains no provisions for the control of rents, finances, and other standards as contemplated in the constitution.

In a strong dissenting opinion, Chief Justice Irving Lehman declared that a corporation which can free itself of restrictions imposed by the law, or sell its property to an unregulated corporation, is not a regulated body within the meaning of the constitution and therefore not eligible to receive the right of eminent domain. The justice further maintained that this power may not be granted to a city for taking over property for transferral to a private corporation.

The case is expected to be appealed to the Supreme Court of the United States. Meanwhile, another case against the project is pending in the State Supreme Court. The second action was brought by a taxpayer and sponsored by Citizens' Housing Council of New York, United Neighborhood Houses, and the Citizens' Union. Its purpose is to prevent the city from proceeding with condemnation until certain legal questions have been resolved. In addition to questioning the validity of the statute, it raises a number of other questions — among them the legality of the proposed discrimination against persons of the Negro race.

All parties on both sides of the controversy agree on the necessity for some legislation to make possible large scale

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redevelopment projects by private capital. The disagreement revolves about the wisdom of the 1942 amendments to New York State's Redevelopment Companies law. Final disposition of these cases will constitute the first judicial procedure in the country on the constitutionality of such legislation.

Improvements— The New York City Housing Authority, cooperating with the New York State Division of Housing, has announced greatly improved specifications for future public housing projects. This decision will immediately affect plans for nine postwar projects accommodating some 12,000 people, and several other projects now under construction. Size of master bedrooms is to be increased from 120 to 125 square feet, and of secondary two-person bedrooms from 110 to 115 square feet. Closet room is to be increased and more conveniently located. Telephone facilities are to be made available for all apartments. Every building is to have switch controlled electric fixtures, and laundry and perambulator rooms. While recognizing that these changes mean higher costs, the action is deemed necessary to prevent public housing from becoming prematurely obsolescent.

A Housing Community— At the request of the management of Addison Terrace, a public housing project in Pittsburgh, the bureau of social research of the Federation of Social Agencies of Pittsburgh and Allegheny County made a study of the characteristics of the project's present and former tenants. The study covers a community of approximately 3,000 persons living in 802 dwelling units—402 of which were allocated to Negro and 400 to white families. Included is information on size and race of resident families; rents paid in projects and in the surrounding neighborhood; length of stay of present and former tenants, reasons for moving, age and race of persons moving; age, sex, and race of residents; number of children in families; and the number of births and deaths during a year. The tenant group proved to be much younger than the population of Pittsburgh as a whole, their birth and deathrates considerably higher than in the city or in comparable areas. There were certain striking contrasts between white and Negro families, particularly as to economic situation. The two races also gave different reasons for moving. The Negro families, with less choice of dwellings in the community, proved the more permanent tenants. Only three white families gave biracial occupancy as a cause for leaving. With this material as a base, succeeding studies will be made, since the management believes periodic collection and analysis of data to be vital both to good administration and to the planning of future activities. The entire edition of the report has already been exhausted.

Looking Backwards—With little effort at documentary proof, the National Association of Real Estate Boards recently branded public housing a mistake. As a substitute, NAREB recommended public assistance given directly to families through local welfare boards in the form of rent certificates, and called this "the straightforward American way of handling the problem." (See "A Truce Upon Your Housing!" *Survey Graphic,* January, 1944.)

Sixteen measures designed to restrict or discontinue local public housing activity were introduced in state or territorial legislatures in 1943. All failed of enactment. . . . One hundred and forty bills dealing directly or indirectly with housing, with action taken, are listed in publication N189 of the National Association of Housing Officials, 1313 East 60 Street, Chicago 37; price 25 cents.

War and Postwar—The balance sheet of the war housing program begun in the summer of 1940, on November 1, 1943, stood as follows: 1,800,000 accommodations provided in already existing structures, 763,000 of them privately financed in new or converted dwellings, 542,000 of them publicly financed family dwellings and dormitories; 230,000 units under construction, 86,400 privately financed and 144,000 publicly financed. Of the grand total of more than 3,000,000 homes provided for in-migrant war workers, 21 percent were paid for with public funds. Looking toward the day when normal building can be resumed, John B. Blandford, Jr., administrator of the National Housing Agency, estimates that 1,000,000 dwelling units can and should be produced annually in the immediate postwar period. While not indicating the share that will probably require public financing, he has warned that an effective job can be accomplished only with the strengthening of cooperation between industry and government.

Against Crime

TWO years after the war ends the effect of the present teacher shortage will probably show itself in a high peak of relaxed discipline, hoodlumism, and student rebellions, says Professor Willard Waller of Columbia University's sociology department. Material from a recent study made by Professor Waller in cooperation with teachers, principals, and superintendents of New York schools reveals that there are today no young men in teacher training schools, and that during 1942-1943 about 39,000 teachers, mostly men, entered the armed forces. The report maintains that male teachers are essential to control and discipline, particularly in the fields of athletic and vocational direction. The present drop in training school enrollment, it predicts, will result in a decided teacher shortage after the war, which in turn will contribute to lower standards for postwar teachers.

Police Education— In Syracuse, N. Y., thirty members of the police department will soon take a one-year police training course at the extension department of Syracuse University. Marks made in this course will be considered along with other factors in making promotions. Three key instructors from the police department will be assisted by the university staff.

FBI Laboratory— During the year ending June 30, 1943, the Federal Bureau of Investigation made 193,371 examinations in its technical laboratory. This represented an increase of almost 300 percent over the preceding year. The laboratory began twelve years ago with a single technician and a single microscope. Now 355 people work with equipment worth more than $1,000,000. Its highly developed facilities for scientific crime detection are used by almost every state and local police agency in the United States.

From Prison to the Army—Details of procedures by which prisoners now may be inducted into the armed forces through the selective service system are reported on in the October-November issue of *The Atlantian,* inmate magazine of the United States Penitentiary, Atlanta, Ga. To qualify for induction, men must be eligible for parole; they must volunteer their services; they may not have criminal records of a "heinous" nature, nor of drug addiction; they must be free of detainers; they must have shown a good record during their stay in the institution. The men must also be mentally and physically healthy. To date, 158 men at Atlanta have been listed as "eligible for consideration." Five have already been released for examination by army medical officers.

Two pending amendments to the Selective Service Act would further facilitate the entrance of prisoners into the armed forces. The first would put off the induction of pre-Pearl Harbor fathers by drafting all men over seventeen and under forty-five, who are or have been in prison, and who have not been deferred after classification. The second would make possible the induction of "habitual criminals" to perform certain kinds of work under conditions of partial segregation.

Parole Publications— A convenient reference book for parole administrators has just been published by the American Parole Association, under the title

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"Parole Directory." The information is organized by states, and includes names and addresses of parole officials, a digest of state pardon and parole laws, with a description of their functional and administrative set-up. Since 1935, more than half the states have either established new parole systems or amended previous ones. The directory includes up-to-date information on such changes. Price $1, from the APA, 135 East 15 Street, New York 3, N. Y. . . . Another recent APA publication, the "Report on Recent Parole Legislation," is concerned with 1943 legislation, and a few important 1942 measures. It shows that much of the parole legislation during the year was related directly to war manpower and consisted in liberalizing restrictions against the eligibility of parolees for the armed forces or for farm and industrial labor. Other measures facilitated parole, suspended supervision, and broadened parole board powers. Maryland attempted to relieve personnel shortages in state institutions and agencies by making prison labor available to them. The act also forbade "automatic disqualification of applicants for jobs in the state civil service" because of parole status.

Professional

AT long last, the time and place have been set for the 1944 meeting of the National Conference of Social Work. The dates are May 21-27; the setting, Cleveland, with headquarters in the Hotel Cleveland. Howard Knight, executive secretary of the conference, reminds social workers of the wartime necessity of making hotel reservations well in advance. As has been previously mentioned in this magazine (see *Survey Midmonthly*, November 1943, page 307), the program will this year revert to the old divisional plan of general, section, committee and associate group meetings. Though the sessions will, as usual, concern themselves with the numerous technical and philosophical phases of the social work function, emphasis throughout will be on practical ways of coming to grips with wartime and postwar problems.

Salary Adjustments — Social agencies have been released from the necessity of filing applications for approval of certain wage and salary adjustments with the National War Labor Board, through a resolution passed by the board in October covering non-profit organizations that are exempt from income tax and social security payments. The resolution applies only to salaries under $5,000, and points out that the agencies will, nevertheless, "be expected to observe and abide by the national wage and salary adjustment policy" in any adjustments made. Adjustments of salaries over $5,000, and for those employed in a "bonafide executive, administrative, or professional capacity" must, as formerly, be referred to the nearest district office of the Bureau of Internal Revenue for approval.

Cooperation—"Have you a problem? Don't go to Dr. Anthony . . ." says a dodger which has been distributed to the members of the Packinghouse Workers Union in Chicago. Purpose of the leaflet is to make known to the Packinghouse Workers a service that has been set up in their union hall. There, two nights a week, a desk is manned on a volunteer basis by a member of the Chicago local of the Social Service Employes Union which established the service last spring on the theory that organized labor and social work had much to learn from each other. When it became apparent that most problems brought to the desk involved legal difficulties, the Packinghouse Workers Union decided to retain a lawyer to advise its members. Lately, other problems are being brought to the attention of the social worker more frequently and are being handled by referral to the appropriate community agencies.

About Races—Among the courses being offered at the New York School of Social Work this quarter (January 7-March 24) is an analysis of the culture and community organization of racial minorities in the United States, with special reference to the Negro. It's conductor is E. Franklin Frazier, professor of sociology at Howard University, who in 1935 directed an economic and social survey of conditions in New York City's Harlem for a commission appointed by the mayor.

The Schools—The American Association of Schools of Social Work will hold its annual meeting in Indianapolis from the 26th to the 29th of this month. The meeting will give the association's various committees and subcommittees an opportunity to come together for deliberation and to report on their progress for the year. Of these, the curriculum committee and the committee on wartime personnel (joint committee with the American Association of Social Workers and other professional organizations), are scheduled to have their reports presented to general sessions of the conference. Other general sessions will be devoted to addresses on such topics as: The Profession's Interest in Education for Social Work; Training for Social Security Personnel; Professional Education for the Social Services of Tomorrow; Looking Forward in the Social Sciences. Among the scheduled speakers are: Joseph P. Anderson, executive secretary of the American Association of Social Workers; Karl de Schweinitz, former dean of the Pennsylvania School of Social Work and now with the Social Security Board; and Gordon Hamilton, of the faculty of the New York School of Social Work and president of the AASSW.

Contest—For the second year in succession *The Family*, journal of social casework published by the Family Welfare Association of America, 122 East 22 Street, New York 10, is running a casework article contest, with publication of the winning papers and long term subscriptions to the periodical as awards. This year the contest will have two parts, each open to a separate group: one for casework practitioners with not more than five years of professional experience; and the other for supervisors and caseworkers with not more than ten years of experience. Manuscripts must be postmarked not later than midnight March 15.

Opportunity—The State of Illinois has announced an examination for superintendents of children's institutions. Qualifications include college graduation and six years of experience in the teaching, treatment, and care of normal or handicapped children, three years having been in an administrative or supervisory capacity. Applications close February 1. Inquire of Florence Hosch, Board of Public Welfare, 176 West Adams Street, Chicago.

In Print—The Louisiana Conference of Social Work is inaugurating a policy of publishing books and pamphlets on social welfare developments in Louisiana, with the view of making available to the public results of social welfare research within the state. First of these publications, just off the press, is "Public Social Services in Louisiana," by Donald V. Wilson, an analysis of the program of the State Department of Public Welfare and of other public services within the state, including probation and parole, vocational rehabilitation, and Confederate pensions. Price 75 cents from the conference, Box 743, Monroe, La. . . . The New Jersey Chapter of the American Association of Social Workers has published a mimeographed "Handbook for Guidance of Social and Health Counselors," which outlines the program worked out with its committee on cooperation with selective service, and lays down some guiding principles for the social workers involved in the program. . . . The Institute of Psychoanalysis has recently published a ten-year report covering the years 1932-42. Available on request from the institute, 43 East Ohio Street, Chicago. . . . The Honolulu

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Council of Social Agencies has issued a mimeographed "Manual of Social Agencies," to serve as a directory of social agencies in the city. Prepared in loose-leaf style, the booklet will be kept up to date by the council through the addition of amended or additional pages to registered owners of the original issue. . . . "A Handbook for Naturalization Workers," by Esther Beckwith and Helen M. Katz, is available from the National Council of Jewish Women, 1819 Broadway, New York 23, price 50 cents. . . . A handbook for the organization of community discussion groups and forums is now available from the University of the State of New York, Albany, N. Y. Advocating an over-all community discussion council or committee, the manual discusses steps to take in formulating a total community program, leadership and technique for small groups, forums, neighborhood groups, and radio and listening groups. Several appendices contain aids for organizers and leaders, sources for subject matter, a selected list of periodicals and newspapers, and a list of suggested topics. Free on request from the university.

People and Things

THROUGH mid-December, 330 war and community chests reporting to Community Chests and Councils, Inc., had raised nearly 102 percent of their aggregate campaign goal. Comparison with the prewar campaigns for 1941 shows that about 38 percent more is being raised this year for local services than was raised by the same cities in that year. The number of local chests has increased from 598 in 1941 to 750 this year.

Toward Brotherhood—On the request of the National Conference of Christians and Jews, President Roosevelt has issued a proclamation urging the observance of the week of February 20-26 as Brotherhood Week. Programs to promote inter-faith understanding and good will are being worked out by local committees affiliated with the conference in 3,000 communities.

Changes—William Vesseltine Pear has retired, as of January 1, after thirty-six years of service as general agent of the Boston Provident Association. His successor is Donal Winchester Moreland. Mr. Pear will continue to serve the association as consultant. . . . South End House in Boston has appointed Thomas J. Turley associate head worker to direct the house in the absence of the headworker, Richard S. Winslow, now in military service. Mr. Turley has been boys' worker and director of boys' activities at the house for the past eighteen years. . . . The new director of the Richmond School of Social Work, College of William and Mary, is George T. Kalif, Ph. D., from Harvard University, who has had social work experience with the WPA in Louisiana, the New Orleans Family Service Society, and the Orleans Parish Department of Public Welfare. . . . Thorsten Sellin, professor of sociology at the University of Pennsylvania and author of several well known books on criminology, has been named professor and chairman of the sociology department of Northwestern University, to begin his duties in September. Professor Sellin has been editor of the *Annals* of the American Academy of Political and Social Science since 1929. . . . Last month Marian E. Rowe joined the Boston Council of Social Agencies as staff secretary for agencies engaged in family and children's work. For the past twenty years Miss Rowe has been general secretary of the New Bedford (Mass.) Family Welfare Society. . . . The Longview, Wash., chapter of the American Red Cross has a new executive secretary in Dorothy Pickering Bartlett, formerly on the staff of the USO-Traveler's Aid in Tullahoma, Tenn. . . . Henry Redkey, until recently vocational rehabilitation counselor of the Florida State Department of Education, is now in the army and is undergoing training at the Civilian Army Training School in Chicago. . . . The Federal Works Agency has appointed Dorothy S. Bauman as supervisor for Region I (New York, Pennsylvania, New Jersey and the New England States) in charge of its child care activities and hospital and community services. Mrs. Bauman succeeds Dorothy Nyswander, now on the Washington staff of the Office of the Coordinator of Inter-American Affairs.

Anniversaries—The last months of 1943 were marked by silver anniversary celebrations in at least three agencies which, though local in their services, are known the country over for the pioneering they have done in their various fields. Two, the Henry Street Visiting Nurse Service and the Educational Alliance, are located in New York City. The other, Kingsley House in Pittsburgh, is one of the oldest settlement houses in the country.

JAMES KIRKE PAULDING, New York philanthropist and volunteer social worker, died last month at the age of eighty. Mr. Paulding began his welfare activities over fifty years ago at the University Settlement, where one of his pupils in an English class was Jacob Epstein, the now-famous sculptor. For many years he was secretary of the board of Bellevue Hospital; also a member of the board of education.

READERS WRITE

William Hodson Memorial Fund

TO THE EDITOR: All his friends and acquaintances will recall with sorrow the tragic death of William Hodson last January 15. He lost his life in an airplane crash in South America while on his way to help organize relief work in North Africa.

To perpetuate his name and to help carry on his work, a group of friends have established a William Hodson Memorial Fund at the University of Minnesota, his alma mater. The fund will be used (1) to provide an annual lectureship by some distinguished leader in social work or welfare administration, and (2) one or more fellowships for students in the field. It is hoped that the lectures will be published for wide distribution.

Substantial initial contributions have already been received. The University Regents have established the fund, and the Graduate School of Social Work stands ready to administer the program. All depends now on the final size of the sum that is raised. The sponsors have set a goal of $25,000. To pass it, as we hope to do, there will be need of many contributions, small and large, but every gift will count.

Does not this suggest a way to honor a great friend and to promote the cause of social welfare work? A gift to this fund is one that will go on giving through the years. Checks should be made payable to the University of Minnesota, be designated for the William Hodson Memorial Fund, and be mailed to The Bursar, University of Minnesota, Minneapolis 14, Minnesota.

Among the sponsors are Marguerite M. Wells, president of the National League of Women Voters; Gladys Harrison, associate general counsel, Federal Security Agency; Judge E. F. Waite, Minneapolis; Guy Stanford Ford, former president, University of Minnesota; Sophonisba P. Breckenridge, of the faculty of the School of Social Service Administration, University of Chicago; Charles C. Burlingham, former president of the Welfare Council of New York City; Louis Towley of the division of social welfare, Minnesota Department of Social Security; Frank J. Bruno, head of the department of social work, Washington University, St. Louis; Robert P. Lane, executive secretary of the Welfare Council of New York City; Paul L. Benjamin, executive secretary of the Public Charities Association of Pennsylvania.

WILLIAM ANDERSON

University of Minnesota

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Book Reviews

"Chicago Round Table"

AMERICAN SOCIETY IN WARTIME, EDITED BY WILLIAM F. OGBURN. University of Chicago Press. 237 pp. Price $2.50, postpaid by Survey Associates, Inc.

IN this small volume, eleven sociologists, members present and past of the faculty of the University of Chicago, and each an authority to be listened to with respect in his special field, review the effects of the war upon the life of our people through 1942. The material bristles with provocative statements, for a full discussion of which it is necessary to refer to the text.

Mr. Ogburn himself discusses the vital statistics of wartime, concluding that "the result of these measurements is to reduce somewhat the exaggerated impressions of the effect of the war on population changes." Ernest W. Burgess, in discussing the family, predicts that on account of the war a large number of American girls is "destined to remain single," but that women will have "more of the substance of equality" than they did following the last conflict.

Lewis Wirth, speaking of the urban community, predicts further decline in small businesses, with concomitant reduction in urban property values, at the same time that the trek to the cities is "perhaps irreversibly urbanizing" large numbers of the rural population. He believes the traditional role of city and suburbs may be reversed, the cities becoming residential while their peripheral areas contain the industries.

Of the farmers, Lowry Nelson says grass-root sentiment is not in line with that expressed by the farm bloc. "All the farmer asks is assurance that the total burden is being equitably shared."

Ellsworth Faris examines public opinion and propaganda, and finds the unfailing source of rumors to be suppression of the actual news. He sees us on the horns of a dilemma: If we postpone peace discussions, there will be serious trouble after the war; but if we try now to formulate our aims, "we run the risk of division and disunity."

Robert Redfield remarks drily that our treatment of Japanese Americans — "a people already set apart by prejudice and discriminatory legislation"—is "eloquently dissonant with what our liberal leaders say today about China and India"; while Robert E. Park predicts sternly: "The ability of the United Nations to win the peace will depend upon their ability to achieve . . . a revolutionary change in their attitudes toward alien and, particularly, colored and colonial peoples."

Herbert Blumer, who contributes the final word to the symposium, is skeptical about our emphasis on recreation as a morale preserver. "Adjustment," he says, "is not the gateway to collective morale. The converse is much more likely to be true. People animated strongly by a common aim have an impressive way of enduring hardship and bearing grievance." He finds our morale today "organized around a goal of practical necessity"—but in the event of "the emergence of a romantic or sacred goal . . . embodying a new dynamic ideal," there would ensue "profound consequences for the world order after the war."

Other contributors are W. Lloyd Warner on "The American Town," Samuel A. Stouffer on "Social Science and the Soldier," and Edwin H. Sutherland on "Crime."

J. C. COLCORD
Russell Sage Foundation

Beveridge on Beveridge

THE PILLARS OF SECURITY, AND OTHER WARTIME ESSAYS AND ADDRESSES, by Sir William H. Beveridge. Macmillan. 248 pp. Price $2.50, postpaid by Survey Associates, Inc.

SIR WILLIAM BEVERIDGE'S latest book consists of a series of popular addresses and articles, almost all of which have been prepared since the publication of the now-famous Report. Of the twenty-two papers, however, only ten deal specifically with the Beveridge plan. The remainder are concerned with broader postwar issues or with specific British problems with which the author has been personally involved.

Taken as a whole, these brief essays give a revealing insight into the social and political philosophy of the world's best known planner; and also, it may be said, an appreciation of the amazing vigor and efficiency of a man who, in the course of preparing the Report, could find time to act as chairman of a Committee on Skilled Men in the Armed Forces and to work out a fuel rationing scheme for Great Britain.

Sir William reveals himself as an ardent democrat with great confidence in the common sense, essential decency, and sense of responsibility of his fellow countrymen. He believes firmly that government is an instrument which can and should be used by the people to insure that "a national minimum for subsistence has priority over all purposes other than national defense." His theme is that "the job of Britain and of all the United Nations is double: to insure victory and then use it."

Most of the essays on the Beveridge plan are skilful, popular expositions, enlivened by a wealth of familiar metaphors. One of these, entitled "Third Time Lucky," is of particular interest, for it is the first complete printing of Sir William's own summary of his plan which was prepared for the armed forces and then withdrawn by the Army Bureau of Current Affairs. Sir William is probably right in believing that "it is still the best short account of what I intended and a useful guide to the study of the Report."

Readers of the full Report will especially welcome the papers entitled "The Pillars of Security" and "Social Security and Social Policy," for in them Sir William corrects a very common misinterpretation of his position, a misinterpretation for which it must be admitted Sir William cannot escape some share of the blame. In the Report he undoubtedly made certain statements which appeared to justify the assertion that he had admitted his plan was impracticable unless there was full employment. He now makes it clear that he was using "the word impracticable about one detailed provision of my scheme in the event of mass unemployment: namely the proposal that when men have been unemployed for six months, if they still remained unemployed, they should be required to attend at a work or training center as a condition of getting unemployment benefit. . . . But giving up that particular detail of the scheme would not mean giving up the whole scheme. . . . What I said in general and not in detail, was not that *my* scheme is *impracticable*, if there is mass unemployment, but that *no* scheme of social insurance is *satisfactory* if there is mass unemployment. There is all the difference in the world between the two statements."

These two chapters, together with one entitled "The Government Proposals and the Beveridge Report," should be required reading for everyone who wishes to keep up to date on developments in social security planning.

EVELINE M. BURNS
Washington, D. C.

An Old Problem in New Perspective

BROWN AMERICANS: THE STORY OF A TENTH OF THE NATION, by Edwin R. Embree. Viking. 248 pp. Price $2.75, postpaid by Survey Associates, Inc.

IN its original version, written twelve years ago, this panoramic view of the whole of the Negro experience in America was exciting and illuminating. It put into challenging and hopeful perspective what previously had been too often presented either in the dull, dehumanized lineaments of sociology or the melodramatically stereotyped outlines of race polemics. The net effect was a fresh conception of the American "race problem" as part and parcel of the history of a slowly but inevitably evolving American democracy.

Now, at a most timely moment, it reappears, extensively rewritten and

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brought up to date, this time again with a fresh perspective—the added dimensions of the present crisis and the goal of world democracy. In such a setting, this very readable and balanced narrative of the Negro's group history becomes an important challenge to constructive thinking and action on the part of the white majority. "Brown Americans," says Mr. Embree, "are still far from receiving fair treatment, and time is growing short. Our attitude toward colored people is no longer a question that concerns America alone. It has become of world importance. The colored peoples of the earth have long resented the arrogance of white men, for the myth of a 'master race' was held by most white nations long before Nazi Germany carried it to its absurd conclusion. Now hundreds of millions of yellow and brown and black peoples, formerly vassals of Western Europe and North America, are becoming industrialized and powerful. They are helping to win this war and will have to be reckoned with in the new world. The day of racial superiority is over. . . . If we are to have a decent and orderly world, we must prove that we want democracy for all men, not merely for white men. The test of our belief in universal freedom is our practice at home. The denial of the full rights of citizenship to Negroes is the glaring sign of our race prejudice. Negroes have been our colonials, and there is no room in the new world for colonial status. The United States can help create a free world only by giving the full scope of freedom to all its people." Pithy, provocative, and common sense in its whole approach and statement of the problem, Mr. Embree's clarifying interpretation should have the widest possible reading and consideration from the general public.

Howard University ALAIN LOCKE

The TVA—It's First Ten Years

THE TENNESSEE VALLEY AUTHORITY—A STUDY IN PUBLIC ADMINISTRATION, by C. Herman Pritchett. University of North Carolina Press. 333 pp. Price $3.50, postpaid by Survey Associates, Inc.

THIS excellent picture of the TVA, a new kind of tool for the public effectuation of important, constructive economic and social purposes, appears as the agency rounds out its first decade. *Survey Graphic* early caught the significance of the TVA experiment; the series of articles by the first chairman on "Bench Marks in the Tennessee Valley" were among the first public statements of its high vision and purpose. The Valley in those days gave a former foreign correspondent of the *Chicago Daily News* a sense—unique in the United States—of the "Soviet tempo."

Then came years of heart-sickening discord, of concerted attacks in the courts, ultimately resolved. And the TVA dropped out of the headlines. Few people, I imagine, who followed the development of the TVA so excitedly when it employed 12,000 men in 1935 are aware that it employs 40,000 in 1943; that by 1944 it will generate two million KWS of power; or that in 1941 one fifth of its power was generated by steam!

Dr. Pritchett writes flowingly and interestingly, but restrainedly. He appraises people and forces fairly, with a liberal eye but without over-dramatization. He tells first what the TVA has done—water control, power, and regional planning and development — and then highlights some administrative problems and their solutions. He traces the development of over-all administrative organization (a surprisingly interesting story); the relations of the agency to the President, the Congress, and the comptroller general (basically important in appraising the validity of a *regional* agency in a democratic society); and stresses the striking and altogether unpredicted success of the agency in building up a superior merit system in the face of terrific pressures without the protection (or restrictions) of civil service.

Dr. Pritchett has had unusual opportunities to observe the TVA from within. He has been a special student of the public corporation. It can honestly be said that Dr. Pritchett's book fills a long-felt want. This story has not been told before; it is well told here.

CHARLES S. ASCHER
National Housing Agency

Human Problems in Illness

PSYCHOTHERAPY IN MEDICAL PRACTICE, by Maurice Levine, M.D. Macmillan. 320 pp. Price $3.50, postpaid by Survey Associates, Inc.

THIS book fulfils a long felt need for a presentation of the art of psychotherapy in terms that can be of practical use to the practicing physician in fields other than psychiatry. Until recently, the medical practitioner has been compelled to rely upon his own intuition and common sense knowledge of human nature in attempting to deal with the "nervous" factors, usually rather vaguely defined, that everyone recognizes play such an important role in influencing the course of many illnesses, both functional and organic. As in every sound discussion of psychotherapy, Dr. Levine appeals to this everyday knowledge of psychology and in a very practical introductory chapter attempts to sweep away some of the prejudices that interfere with a common sense attitude toward psychiatric problems.

There follow four chapters on psychotherapeutic methods. They precede chapters on psychiatric diagnosis, psychogenic factors, and choice of cases for psychotherapy. In the opinion of the reviewer, this is the only unfortunate feature of the author's otherwise excellent presentation. In a discussion of psychotherapy, the central emphasis should be not upon technical procedures but upon the psychological understanding of the patient's human problems which should furnish the orientation and guide for every step in the psychotherapeutic process. The author prefaces this discussion by stating: "Even the simpler methods of psychotherapy should be preceded by some attempt to understand the patient as a person, and his problems with other persons and with life situations. The emphasis in every case should first of all be on the diagnosis, the understanding of the psychological and social problems." He refers the reader to other works for a systematic discussion of "the principles upon which such an understanding can be based," and then by immediately proceeding to an elaborate enumeration and classification of psychotherapeutic methods tends to distract the reader from the importance of psychological understanding which is the central issue.

The discussion of the several psychotherapeutic methods, however, is excellent and has the great merit, among others, of repeatedly calling attention to the effect of the therapist's own emotional attitudes upon the therapeutic process. The chapter on suicide is excellent, as is a series of very practical chapters dealing with the fundamental human problems about which such a large proportion of psychiatric difficulties revolve: "Sex and Marriage," "Basic Attitudes Toward Children," "Problems of Parents and Children." The book concludes with a very helpful discussion of the concepts of normality and maturity.

Chicago THOMAS M. FRENCH, M.D.

The Democratic School of Tomorrow

NEW SCHOOLS FOR A NEW CULTURE—EXPERIMENTAL APPLICATIONS FOR TOMORROW, by Charles M. MacConnell, Ernest O. Melby, Christian O. Arndt. Harper. 229 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book is written with a two-fold purpose in mind. It attempts to describe an experiment "to teach democracy functionally" in the Evanston Township High School of Evanston, Ill., and to outline the theoretical and practical structure of the school of tomorrow.

The experiment represents an effort to develop a relatively intimate grouping of students out of a cross section of the entire school "as to ability, race, color, economic, and vocational backgrounds of its parents," and other factors. This group, called the New School, constitutes a school of some 210 pupils within the larger school. The pupils possess their own home room, the center of their common life, and their own

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A good share of the book is devoted to a description of these efforts, together with an appraisal and evaluation of the New School and the relations it has stimulated between home and school from the layman's as well as the educator's point of view.

The second purpose of the book is to analyze the nature of democratic education and its implications for teacher education and the organization of the school of tomorrow. The authors believe the American school has failed to realize its democratic possibilities. They consider it autocratic in its organization and European rather than American in its cultural orientation. The school of tomorrow, while no less concerned with intellectual growth than the traditional school, will stress a scholarship much closer to the needs of man and the real problems of the community it serves. They conceive it as ministering to a wider range of students. It will emphasize the scientific outlook and American backgrounds.

The book is full of suggestions and challenges for all who seek to bring American secondary education into harmony with the needs of American culture. It must be said, however, that in striving to realize two purposes seemingly related, neither is satisfactorily achieved. The school man will find the description of the New School program incomplete as a report and amazingly deficient when measured against the outlines of the school of tomorrow. Stimulating and lively and creative as the core program may be in reality, as described in this book, it seems to stress self-direction to the virtual exclusion of experiences that promote a generous and self-forgetful living in the lives of others.

The concluding chapter of the book, a dialogue between the authors, turns to the all importance of agrarian experience "as a necessary base for any general education," and reveals the dependence of the authors upon life in the small town and the agrarian community of our past for a vision of the democratic community and the democratic school of tomorrow. Their hearts as well as their eyes remain with the past even as their words are directed toward the future.

V. T. THAYER

Ethical Culture Schools, New York

Directory of Social Organizations (cont.)

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

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